

Case Study of the National School Nutrition Programme in South Africa



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Foreword


The South African Department of Basic Education is pleased to share the findings of the case study on the National School Nutrition Programme (NSNP) which was undertaken during 2012 by the Partnership for Child Development (PCD) and the New Partnership for Africa's Development (NEPAD) in 12 schools, in two provinces: the Eastern Cape and Mpumalanga.

The NSNP was established in 1994 as one of the first initiatives of the first post-apartheid democratic Government of South Africa. The programme is fully funded by the Government through a Conditional Grant and targets schools with learners from disadvantaged communities. The programme initially focused on primary school learners but currently also caters for secondary school learners and provides meals to nearly 9 million learners per school day in all nine provinces. The NSNP serves one cooked meal that consists of a protein dish, a starch and a fresh vegetable to each learner.

Three pillars form the basis of the programme namely: school feeding, nutrition education and establishment and maintenance of food gardens in schools. As a country, we envisage that the NSNP will encourage healthy eating habits and will contribute to the growth, development, improved learning, and acquisition of skills, improved learner retention and the reduction of absenteeism.

The case study showcases best practices as well as challenges that the programme experienced during implementation. The in-depth review has broadened our evidence base to enable us to put in place measures to further enhance the efficiency of the programme.

We thank the Partnership for Child Development (PCD) and the New Partnership for Africa's Development (NEPAD) for their commitment in assisting the Department to strengthen the delivery of this programme for the benefit of our children who are most in need.



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Executive Summary

Introduction

The Republic of South Africa, which is divided into nine provinces, is an upper middle-income country with a population of 51.7 million people in 2012. Despite being a food secure country with a strong agricultural sector it is classified as one of the most inequitable countries in the world, and has a large proportion of the population unemployed and living below the poverty line in both urban and rural areas. About 60% of the population is urbanised. Agriculture contributes 2.5% of GDP and around 10% of formal employment. Only 12% of the land is arable and a wide range of crops and livestock farming occurs across the country with the main commercial crops being maize, wheat, sugar cane, and fruit. It is estimated that up to 4 million people engage in small holder agriculture, mainly on a subsistence basis. The health status of the population is compromised by high rates of HIV (10% population) and other communicable conditions such as TB, chronic conditions such as diabetes, hypertension and mental health problems, and injuries due to accidents and violence.

In 2005 school age children showed signs of nutritional problems in the form of stunting (18%), wasting (4%) and overweight (6%), and up to 20% of households experienced food insecurity. Education is a key government service with over 95% of children enrolled in school, with no gender bias in attendance and participation.

This case study is one in a series of studies undertaken as part of the on-going programme of research jointly developed by the World Food Programme, the World Bank, and the Partnership for Child Development – aiming to contribute to the body of knowledge on school feeding programmes in both middle and low-income countries. This report is based on document reviews and data collection with key informants and school visits. A review of policy documents and previous studies was followed by inception meetings with key staff in the national and two provincial offices (Eastern Cape and Mpumalanga) of the Department of Basic Education (DBE). In the two provinces key informant interviews were conducted with provincial and district programme coordinators. A total of 12 schools were visited at which school principals, educators, food suppliers, and volunteer food handlers were interviewed and focus group discussions with parents and learners were conducted. Where possible, meal preparation and serving was observed as part of the school visit. Validation workshops were conducted at the national and provincial offices before the final report was written.

The description of the National School Nutrition Programme (NSNP) in South Africa presented below uses the five standards proposed by Bundy et al (2009) in their publication called “Rethinking School Feeding”.

Programme design and implementation

Since the first democratic government was elected in 1994, the South African government has been providing school meals to learners in schools in poor socio-economic areas. The NSNP is implemented as a poverty alleviation programme and an educational intervention. From 1994 to 2003 the programme was run by the Department of Health and thereafter by the Department of Basic Education (DBE). In April 2004, the transfer to the DBE was accompanied by major shifts

starting with the programme name being changed from the Primary School Nutrition Programme to the National School Nutrition Programme.

The objectives of the NSNP are:

- To contribute to enhancing learning capacity through school feeding
- To strengthen nutrition education in schools
- To promote sustainable food production initiatives in schools.

The meal component has progressed from being a fortified biscuit or peanut butter sandwich for primary school learners in a limited number of identified schools prior to 2004 to a daily cooked meal provided to over 8 million primary and secondary school learners in 2012.

All public schools are categorised on a national ranking mechanism from quintile 1 – 5 with quintile 1 being poorly resourced schools in poor communities. The NSNP targets all quintile 1 to 3 schools, which are also non-fee paying schools, and selected special schools for learners with disabilities. The coverage of the NSNP, calculated as the percentage of learners enrolled in public schools who are receiving daily school meals through the NSNP, has increased from 50.2% in 2007/08 to 70% in 2010/11. This includes primary schools (over 16 000) and secondary schools (over 4 000). In 2011/2012 over 8 million learners benefitted from the meal provision for an average of 191 days in the school year. In the targeted schools, learners receive a balanced cooked meal as prescribed in a culturally adapted provincial menu guide. The management of the meal provision is guided by a national manual of procedures, with reporting required on a monthly and quarterly basis from the school to the district or provincial level.

There are two models used in procuring food for the NSNP in South Africa: centralised and decentralised. Five provinces (Gauteng, KwaZulu-Natal, Limpopo, Mpumalanga and Western Cape) use the centralised procurement model and four (Eastern Cape, Free State, Northern Cape and North West provinces) use the decentralized approach. Although the decentralized model is preferred by NSNP officials at national level, provinces continue to use either model. The centralised model involves a tender system and suppliers are contracted and paid by the provincial office for the food they deliver to the schools. The Preferential Procurement Policy Framework (Act no. of 2000) guides the scoring of tenders and only funds to pay the food handlers and gas are transferred to the school account. In contrast, the schools in the decentralised model receive all the funds to cover the food, gas, food handler stipend and transport to buy the food.

A school committee consisting of the principal, a teacher (with the portfolio of nutrition co-ordinator) and members of the school governing body are expected to oversee the daily meal provision and monitor the financial management. Regardless of the procurement model, there is variation between the provinces in terms of the guidelines used in selecting the suppliers of the food for the schools. For example, KwaZulu-Natal supports the contracting of local women's groups and small businesses as suppliers in order to boost local economic empowerment, while the Eastern Cape advises schools to use the most cost effective local wholesale suppliers.

Procurement of locally produced food in order to support the local small farmers is currently not a central strategy of the NSNP.

The meals are served by locally appointed volunteer food handlers selected from the local community, usually mothers of learners at the school. The food handlers receive a monthly stipend from the programme which is reviewed annually. The suitability of the facilities for storing food items, preparing the meals, and serving the food to the learners varies within the provinces. Most schools have a kitchen, storage space, gas cookers, a fridge, pots and utensils, as well as plates and spoons for serving the meal. Some schools use a wood fire for some of the cooking in order to save gas. All the schools visited had adequate and well kept facilities with only one relying entirely on a wood fire for all the cooking. Many schools have benefitted from donations from private companies in the form of buildings, equipment or cash donations. These partnerships are encouraged by the DBE. There is an issue of insufficient security at most schools to protect the equipment, stored food products and the food gardens from theft.

The meal is supposed to be served by 10h00 in the morning, except in Gauteng province where breakfast is provided and the cooked meal is then served later in the morning. The cooked meal consists of a protein, starch and vegetable every day, with a fruit on one day in the week, achieving a high level of dietary diversity throughout each week. Each province has a slightly different weekly menu based on cultural variation across the country. The serving portions are larger for the secondary school learners. In general the planned meal provides about 15% of the learner's Recommended Dietary Allowance (RDA) in terms of energy (depending on fat or sugar being added in the cooking or serving process), and around 26% of the protein requirements. In schools with a well-established and productive food garden the meal is sometimes augmented with the produce from the garden. Some learners did report that they find the quantity of the meal too small although the quality was acceptable, with the tinned fish the most popular.

Nutrition education is the second pillar of the NSNP and seems to be well established as part of the life skills academic curriculum and in environmental management such as hand washing and recycling. It is beginning to address the skills building of learners and community members in taking more responsibility for their health and physical development through improved hygiene practices and vegetable production. All learners should wash their hands before receiving the school meal, however this was observed to not always be the case. Annual campaigns are held in nutrition week. Teacher support materials covering various nutrition related topics have been developed and provided at a district level.

The third pillar of the NSNP focuses on sustainable food production. Many schools have established food gardens to varying degrees of success. The purpose of the gardens is for education and skills building and not to supply ingredients for the school meal. In some instances orphans and vulnerable children are given produce from the food garden to take home. Those schools without a food garden cite issues of the lack of water, poor soil, a lack of seeds, pests, no fencing, and no committed volunteers as reasons for not succeeding. There is uneven involvement of the Department of Agriculture, Forestry and Fisheries (DAFF) and non-governmental organisations in the development of school food gardens, with some schools having received seeds and gardening equipment and others not. Annual food garden

competitions co-ordinated by the DBE and non-governmental organisations serve to promote and reward food garden development.

The interaction of the DBE with other relevant sectors such as Department of Agriculture, Forestry and Fisheries (DAFF), Department of Health (DoH), and the Department of Social Development (DSD) has not been driven by any specific policies. However, the Integrated School Health Policy, launched in 2012, should improve the collaboration between DBE, DoH and DSD since it requires a more comprehensive approach to the health of learners. This should enable annual deworming for learners which is currently not taking place. The Zero Hunger Framework from the DAFF should improve collaboration between DBE and DAFF since the objectives relate to the support of poorly resourced farmers and the development of markets for small holder farmers through government institutions such as schools.

Legislative and policy framework

The school nutrition programme originated from the White Paper on Reconstruction and Development in 1994 as a Presidential Project under the Department of Health. Since being transferred to the DBE there have been a number of implementation policies, guidelines and strategic directives developed to enable the implementation and monitoring of the program at national, provincial and district level. The main policy document – The Conditional Grant Framework - is the agreement between DBE and the National Treasury and is adapted annually to reflect the increased funds allocated per learner and the expected quality and accounting standards.

Staff members in the DBE asserted that there is collaboration with other government departments, such as the Department of Agriculture, Forestry and Fisheries (DAFF), and the Department of Health (DoH), although there are no inter-sectoral policies or structures facilitating this. At school level the interaction with other government departments was found to be limited.

Institutional capacity and co-ordination

There is a well-established NSNP unit (19 staff members) at the national office of the DBE that develops policy, manages the funds, and guides the implementation and monitoring of the NSNP. A suitable number of officials with diverse expertise and responsibilities are employed at provincial and district levels to support the implementation of the NSNP.

School visits are made by national, provincial and district officials to support and monitor the NSNP activities and to run capacity building workshops. District officials assist schools to comply with the financial accountability and to monitor the quantity and quality of the school meal. The number of staff at each level of government has increased in the past few years. The availability and cost of travelling to schools by the officials tasked with supporting and monitoring the schools is a barrier to their effectiveness.

At the school level a lot is expected of the principal and nutrition co-ordinator (educator with the NSNP role), especially in the decentralised procurement system, in terms of buying the food, managing the finances, reporting, and monitoring the work of the food handlers. There is

evidence at school level of the large opportunity costs of the nutrition co-ordinator with inevitable pressure on her teaching responsibilities.

Financial capacity

The NSNP is funded through a Conditional Grant by the State, ensuring there is a ring-fenced budget each year. Through this Conditional Grant the NSNP officials have to budget and account for all the funds received for the programme. Since the NSNP enjoys considerable political support in South Africa, it continues to receive funding through the National Treasury, and is seen as a long-term commitment. The NSNP has created a number of jobs for permanent, contractual, and voluntary persons (stipend payment) within the programme.

The average current cost (2012/13) per meal is R2.56 (US\$0.32) per primary school learner per day and R3.46 (US\$0.43) per secondary school learner per day, inclusive of feeding costs, cooking fuel, transport and volunteer food handler honorarium. In the 2012/13 budget R4.9 billion (US\$ 600 million) has been allocated to the national programme to be dispersed to the provinces. The budget has been increasing annually, with the highest budgetary allocation increase being a 54% increase between 2008/9 and 2009/10 due to the change in the menu from a cold snack to a hot meal, and the inclusion of some secondary schools. KwaZulu-Natal, Eastern Cape and Limpopo provinces receive the highest portions of the national budget due to their population size and levels of poverty, especially in the rural areas.

The schools do benefit from donations in the form of infrastructure, equipment, food items and cash, but these are not quantified in terms of value in reports, and are very uneven across the country.

Community participation

The NSNP guidelines require a school-based committee to oversee the planning and implementation of the daily meal served to learners and promote the school garden development, but it is difficult to establish if this is operational across the country. In each committee at least one member of the School Governing Body should be present. In some instances this member is very active and assists with food procurement and monitoring activities.

A number of community members benefit from being engaged as volunteer food handlers at the schools and receive a stipend which is reviewed yearly (R720 in the 2012/13 budget). Due to the different procurement models being used, there are many small businesses and co-operatives which benefit from being commissioned to supply the ingredients for the meals. However, there is generally very little community participation in the meal provision or school garden beyond a few parents being involved in the school nutrition committee.

Conclusion

The NSNP is a large government sponsored programme reaching over 8 million learners in primary and secondary schools every school day, through a budget of more than R4.9 billion in the 2012/2013 period. The emphasis of the programme is on the provision of the daily balanced

and diverse cooked meal, with nutrition education and sustainable food production being the other two pillars of the programme.

There is room for improvement in the implementation of the NSNP especially when it comes to promoting sustainable food production in schools and meaningful collaboration with departments such as the DAFF in involving small scale farmers and developing the capacity and market for local farmers. There may also be a need to develop a consolidated framework for NSNP implementation in light of the Zero Hunger Framework by the DAFF, the strategy to support orphans and vulnerable children by Department of Social Development, and the revised Integrated School Health Service by the DoH, all of which have critical roles in the health and education of school learners.

Fact sheet: South African school feeding programme

Start date	1994
Current lead Institution	Department of Basic Education (DBE)
Purpose and Objectives	<p>The purpose of the NSNP is to provide nutritious meals to targeted learners with the hope that this will result in improved school attendance and active learning capacity. The programme is an educational and a poverty alleviation intervention with the following objectives:</p> <ul style="list-style-type: none"> • to contribute to the quality of teaching and learning through provision of a nutritious meal to learners, • to improve nutrition knowledge, attitudes and practices through nutrition education and • to promote sustainable food production in schools.
Targeting	All schools in the country have been ranked from quintile 1 to quintile 5 in terms of available resources and socio-economic level of the local community. The NSNP caters for quintile 1 to 3 primary schools and quintile 1-3 secondary schools, which represent the less privileged 60% on national level. In these schools and other selected special schools, all learners should receive a cooked meal on each school day of the year (~195days).
Coverage	All nine provinces in the country are covered. In 2011, a total 8,821,392 learners received a daily cooked meal (6,186,711 Primary school learners plus 2,634,681 Secondary School learners).
Implementation	<p>The National Department of Basic Education has a dedicated office that manages the National School Nutrition Programme. This office has 19 full-time employed staff members led by a director with three deputy directors and four chief education specialists. The DBE staff members conduct monitoring visits to the provinces, districts and schools. At provincial level, a similar structure exists and monitoring visits are also conducted at district and school level. At district level, there are monitors (recent school leavers) who are trained and operate as monitors.</p> <p>Food is procured differently across provinces. The centralised model is used by Gauteng, KwaZulu Natal, Limpopo, Mpumalanga and Western Cape Provinces, while the Eastern Cape, Free State, Northern Cape and North West utilise a decentralized procurement model (school based). Nutrition education supports the curriculum and includes food garden skills. The extent to which local small farmers are supplying ingredients for the meals is unknown.</p>
Modality	A cooked meal consisting of a protein-rich food, a starchy food and a fruit or a vegetable is served daily by 10h00. There are 1-week cycle menus for each of the nine provinces to guide the types of foods served and ensure variety.
Funding source	Conditional Grant from the Treasury of the Government of South Africa
Annual budget	R 4 906 464 000 (US\$613 308 000) in 2012/13 financial year –NSNP. The budget is based on R2.56 (US\$0.32) per primary school learner and R3.46 (US\$0.43) per secondary school learner inclusive of feeding costs, cooking fuel and food handler honorarium, per day.

Acronyms and abbreviations

ANA	Annual National Assessments
CAADP	Comprehensive Africa Agriculture Development Programme
CGF	Conditional Grant Framework
DAFF	Department of Agriculture, Forestry and Fishery
DBE	Department of Basic Education
DoH	Department of Health
DSD	Department of Social Development
EMIS	Education Management Information System
EPWP	Expanded Programme Works Programme
FAO	Food and Agriculture Organization
GDP	Gross Domestic Product
INP	Integrated Nutrition Programme
MDG	Millennium development goal
NEPAD	New Partnership for Africa's Development
NSNP	National School Nutrition Programme
OVC	Orphans and other Vulnerable Children
PCD	Partnership for Child Development
PFMA	Public Finance Management Act
PSC	Public Service Commission
PSNP	Primary School Nutrition Programme
Q	Quintile (for example q1 means quintile 1)
RDA	Recommended daily allowance
REC	Research Ethics Committee
SACE	School African Council for Educators
SADC	Southern African Development Community
SFPS	Sustainable Food Production in Schools
SFS	School Feeding Scheme
SGB	School Governing Body
SMME	Small, Medium, Micro Enterprise
SWOT	Strengths, Weaknesses, Opportunities and Threats
UNICEF	United Nations Children's Fund
VFH	Volunteer food handlers
WB	World Bank
WFP	World Food Programme
WHO	World Health Organization

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1 Country Report

1.1 Introduction

This case study is the first step of a longer term engagement between the government of South Africa, the NEPAD Planning and Coordinating Agency (NPCA) and the Partnership for Child Development (PCD), to strengthen the evidence base of the school feeding programme in the country. The study was funded by PCD-Imperial College, London. The project is part of a global initiative by PCD, the World Bank and the World Food Programme to document case studies on school feeding programmes. It aims to be an operational review of the current school feeding programme in South Africa with a focus on design and implementation of the programme, policy framework, financial arrangements and local procurement, and community participation.

The NPCA and PCD have identified South Africa as one of the countries with a functional national school feeding programme, fully funded by government, and therefore could act as a best practice learning model for other countries. Similar case studies have been done for a number of other countries: Brazil (Sidaner et al, 2012), Botswana (PCD, 2011a), Cape Verde (WFP, 2012a), Chile (Espinoza et al, 2011), Cote d'Ivoire (DNC, WFP & PCD, 2010), Ecuador (WFP, 2012b), India (PCD, 2011b), Namibia (Ellis, 2012), and Nigeria (Shaad et al, 2010). The case studies will culminate in an international source book for school nutrition programmes.

School feeding programmes are a form of social protection aimed at alleviating poverty and hunger, and they deliver a meal or snack to children in the school setting. These meals maybe taken at school or be given to take home, or both. The basic underlying aims of school feeding programmes are that they improve learning, attendance, health and nutrition of children through alleviating short-term hunger. Linking school feeding programmes to local agricultural production has tremendous benefits both to the local farmers or community and the programme itself. The concept that has been developed to enable this systematic linkage is called the Home-Grown School Feeding. The concept behind the Home-Grown School Feeding (HGSF) is that provision of school meals not only benefits learners but has a possibility of stimulating agricultural production, creating jobs, promoting smallholder farmer income and local food security (Gelli et al, 2010; WFP, no date.)

The South African school feeding programme, now called the National School Nutrition Programme (NSNP) has been in existence since 1994 and is fully government-funded. This report documents the successes, failures, strengths and weaknesses of the programme. Through documenting the case study, sound recommendations have thus been made on future implementation strategies. Implementers and partners may internationally use this report as a resource that identifies bottlenecks, pitfalls and enablers of state-funded school feeding schemes. The specific objectives of the case study were:

1. To carry out a literature review of policy documents, guidelines and research on the NSNP in order to provide background on the South Africa context and describe the legal and policy framework of the NSNP.
2. To describe the key components and processes involved in the implementation of the NSNP from the provincial to the school level in terms of procurement and supply chain arrangements.
3. To establish the financial flows and monetary costs related to the NSNP in order to quantify the potential benefits to the food suppliers and handlers and the monetary costs to the government.
4. To identify strengths and weaknesses in the implementation of the NSNP from the perspective of stakeholders ranging from provincial co-ordinators to school learners and food suppliers.
5. To identify critical success factors and make recommendations for systems improvements where challenges are found.

1.2 Methods used in compiling the case study

The study was compiled in three stages – a review of relevant policies and documents on the South African School Nutrition Programme; provincial and school visits; and, validation and final report writing. It needs to be emphasised that this is not an impact study and that the primary data is only drawn from two districts in the country. Therefore, the variation in implementation of the school feeding programme across the country is not described in any detail.

The framework presented in *Rethinking School Feeding* (Bundy et al., 2009) is used to present and discuss the findings of the data collected from the current implementation of the NSNP in South Africa. The key five standards include:

1. Design and implementation
2. Legal and policy frameworks
3. Institutional capacity and coordination
4. Financial capacity
5. Community participation.

1.2.1 Review of policies and relevant literature

The research team reviewed policy documents, programme guidelines and programme evaluation reports. Discussions were also held with critical staff members at both national and provincial level on the NSNP. They shared key policies and guidelines that underpin the implementation of the NSNP and participated in SWOT analysis exercises.

1.2.2 Provincial and school assessments

Two provinces were selected purposively for the case study – Mpumalanga and Eastern Cape. National DBE officials selected the two provinces because they are utilizing different procurement models for implementing the NSNP. Mpumalanga is using the centralized procurement model and Eastern Cape the decentralized model.

Provincial and district NSNP coordinators selected one district for researchers to visit in each of the provinces based on convenience and likely co-operation from district level staff. Ehlanzeni in Mpumalanga and King Williams Town in Eastern Cape were selected. In each district six schools were selected and visited. To ensure diversity between the six schools visited the criteria for choosing the schools were that three schools should be implementing the NSNP well and three should be implementing poorly, while two should be located in a farm, two in an urban area and two in a rural area. Refer to Appendix III for all the interview guides and school observation checklist.

In each province and district Department of Basic Education (DBE), Department of Agriculture, Forestry and Fisheries (DAFF), Department of Health (DoH) and Department of Social Development (DSD) officials were targeted for interviews to assess the extent of inter-sectoral work related to the NSNP. However, interviews were only conducted with DBE officials and two DAFF officials due to unavailability of officials from other departments at the time fieldwork was conducted. The DBE interviewees were programme staff currently coordinating the programme at provincial and district level. These officials were involved in programme design and monitoring.

At school level key informants interviewed were the school principals, relevant educators (hereafter called nutrition coordinators) and food handlers in charge of daily meal preparation, serving and cleaning up. Food suppliers were also identified and interviewed as key informants. Focus group discussions were held with learners and parents at each school. The data collection team also made observations of storage, equipment, meal preparation and serving where possible.

Researchers also observed feeding at six of the schools that were visited and for the remaining six schools only the food preparation environment was observed.

1.2.3 Validation and report writing

Validation workshops were held at national and provincial level. The validation workshops were designed to give feedback to national, provincial and district management and also validate the research findings. During the validation workshops the key stakeholders conducted a SWOT analysis of the programme as it was implemented in their province. The participants were requested to suggest the strengths, weaknesses, opportunities and threats of the NSNP in terms of the five standards in the framework by Bundy et al. (2009). Appendix IV lists all workshop participants and key informants. Table 1 below presents a summary of the fieldwork.

Table 1: Overview of primary sources of information

	Number of informants or meetings		
	National Department of Basic Education	Mpumalanga	Eastern Cape
Standardized WFP Questionnaire	1	n/a	n/a
Inception workshops	1	1	1
National meeting & SWOT Analysis	1	n/a	n/a
Provincial leaders/management: key informant interviews	n/a	2	2
DBE District leaders/management: key informant interviews	n/a	2	2
District leaders/management: from other departments key informant interviews	n/a	0	2
Food supplier key informant interviews	n/a	3	2
School principal key informant interviews	n/a	6	6
Nutrition coordinator (Relevant Educator)	n/a	6	6
Food handler key informant interviews	n/a	12	8
Focus group discussions with learners	n/a	6	6
Focus group discussions with parents	n/a	6	6
Meal provision observations	n/a	3	3
Validation workshops with SWOT Analysis	1	1	1

n/a –not applicable

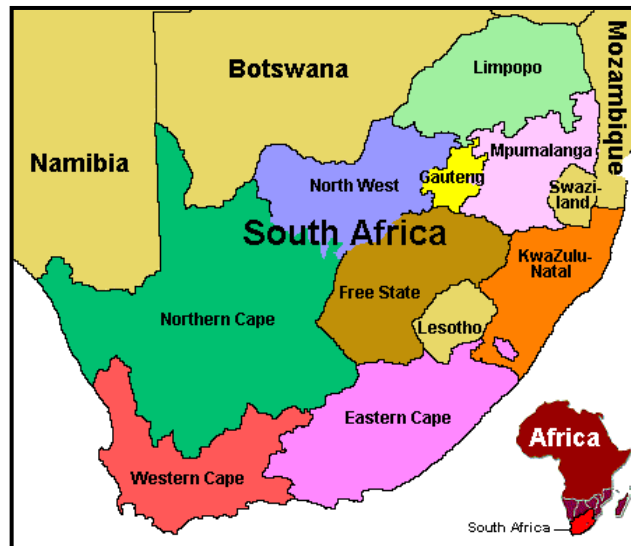
1.3 Country background

1.3.1 Demographics and geography

South Africa is a sub-Saharan African country located at the southern tip of the African continent. The country is 1,219,090km² in size (see *Figure 1*) but only has 12% arable land from which it generates food for national consumption and export (Central Intelligence Agency, 2012; Goldblatt et al., 2010; Ramaila et al, 2011). The country has an estimated population of 51.7 million (Statistics South Africa, 2012a) with an almost equal proportion of males and females (48% males) although this distribution is skewed when viewed by urban vs. rural sectors (Statistics South Africa, 2012a). More males reside in the urban areas while a substantial proportion of females still reside in rural areas (Statistics South Africa, 2012a, Central Intelligence Agency, 2012). A significant proportion of these females residing in rural areas rely on subsistence farming. About 61% of the population is urbanized.

The population of South Africa is typical of a developing country with slightly more than a third (31,3%) aged younger than 15 years and approximately a tenth (7,7%) being 60 years or older. The median age of the population is 25 years and the average life expectancy is 54 years, which can be attributed to a high HIV/AIDS-related mortality (Statistics South Africa, 2011).

Figure 1: Map of Provinces of South Africa



Source: www.maps-africa.blogspot.com

The South African population is very diverse as evidenced by the 11 official languages – IsiZulu, IsiXhosa, Afrikaans, Sepedi, English, Setswana, Sesotho, Xitsonga, siSwati, Tshivenda and isiNdebele. More than three quarters of the population are of black African ethnicity (79%) and almost a tenth are white (9.6%); 8.9% are coloured and only 2.5% are Indian/Asian. More than 70% of the population is Christian, the second largest group are non-religious, and the rest follow Islam, Hinduism, Judaism and African Traditional Religion (Central Intelligence Agency, 2012). The diversity is evident in all spheres, including politics.

South Africa as a country has been a democratic state since 1994 after almost a half century of the apartheid regime. In 1996, the first post-apartheid constitution was developed and adopted. This constitution acknowledges the injustices of the past and endeavours to redress them through reconciliation, provision of basic services, honouring human rights and establishing an open, diverse and democratic society (State Constitution, 1998). Some of the efforts being made to redress the injustices of the past include the development of social policies that target the disenfranchised, poor and disadvantaged members of the society.

The provinces, through their own elected provincial governments, have a degree of autonomy in the way in which they implement national policies, including the NSNP. The first post-apartheid nutrition programme was implemented as part of an election promise of President Mandela. The initiative was a Presidential Lead Project within the Reconstruction and Development Programme (RDP). Since only one political party has been in power since 1994, the social policies that have come into effect are well established, with minor improvements in their implementation.

1.3.2 Economy

The major sectors contributing to the economy of South Africa are the mining industry, services and transport, energy, manufacturing, tourism and agricultural sectors. Although South Africa has an annual Gross Domestic Product (GDP) of US\$ 408.24 billion (Department of Research and Information, 2012), and is classified as a middle income country, between 20%-50% of the population live below the poverty datum line. This can be attributed to the ever growing inequity in the country. Currently, the country is documented as the most unequal society in the world with a Gini coefficient of 0.72 (van der Berg, 2010). Trends indicate that while average income differences are falling slightly between population groups, the within-group Gini coefficients are increasing. The effects of this inequity are very apparent in all sectors and children who are a vulnerable population suffer the most from the effects of inequity.

The main source of income for most households in 2009 was wages (58%), but as many as 15% depended on social grants for income. This varies across provinces with the Eastern Cape having the highest rate of grant dependency (26% of households) (Statistics South Africa, 2011). South Africa is also experiencing high levels of unemployment at 24.9%, which in turn leads to high levels of poverty and stress in families (Statistics South Africa, 2012b).

1.3.3 Health and nutrition

South Africa faces a quadruple burden of disease. Included in this burden are HIV/AIDS and TB, non-communicable disease, injury and violence-related morbidity, maternal, neonatal and child mortality, as well as mental health disorders (Norman et al, 2007). The maternal mortality rate is 165.5 per 100 000 live births and the under-5 mortality rate is 54 per 1 000, while the infant mortality rate is 43.1 per 1 000 (Padarath and English, 2011). The national HIV prevalence is 10.6% and is 16.7% among people aged 15-49 years (Statistics South Africa, 2011). South Africa's per capita health burden is the highest of any middle-income country in the world (Kapp, 2009). In terms of health services the country spends approximately US\$450 per capita per year, however access to and the quality of the public health services are inequitable.

Nutrition is a cross-cutting determinant of health and morbidity, and is directly related to many of the above diseases. Nutritional status refers to health status as influenced by nutrition. It is ideally measured using dietary intake, anthropometrical (i.e. body size and dimension-related), biochemical and clinical data in combination. Malnutrition refers to undernutrition, overnutrition and nutritional imbalances, all of which have been documented in South African children (Steyn et al, 2006). School-aged children are nutritionally under-researched, probably because current morbidity and mortality of adolescents specifically is not closely linked to nutritional aspects. Wenhold et al (2008) consequently called this a neglected 'cinderella' phase in the life cycle of South African children as it offers hidden windows of opportunity for nutrition research and interventions with long-term benefits and effects on the burden of disease.

The only national study that included *dietary intake* was the first National Food Consumption Survey (Labadarios et al, 2000) of 1999, which, however, focussed on children aged one to nine years only. According to a review by Faber and Wenhold (2012) of quantitative food intake studies among the rural poor of South Africa since 1994, a very limited number of smaller studies included school-age children. Oldewage-Theron and Egal (2010) identified the "top 20" food items (based on total daily intake by the group) consumed by 9 to 13 year old learners in QwaQwa in the Free State. Stiff maize meal porridge, tea, soup, bread and milk topped the list. The most frequently reported food items in a 24-hr recall for 10 and 11 year old children in a school in Ndunakazi (KwaZulu Natal) were bread, sunflower oil, sugar, a fortified biscuit given to the children at school and tea (Faber et al, 1999). In the THUSA and THUSA BANA studies in the North West Province children and adolescents were part of the sample studied (MacIntyre et al, 2002). The nutrition transition, which is evident in South Africa, is reflected in changing dietary habits and food choices. This was clearly shown amongst adolescents in the urban Birth to Twenty cohort study conducted in Johannesburg and Soweto (Feely et al, 2012).

A review of the nutritional status of South Africans shows that numerous national studies have yielded *anthropometric data* for children (Wenhold and Faber, 2012). Of these both National Food Consumption Surveys also covered children (but only up to nine years). The anthropometrical assessments of South African school-age children have shown that undernutrition (primarily in the form of stunting (low height for age], but also underweight [low weight for age]), is moderately prevalent (Labadarios et al, 2000; Steyn et al 2005) and that overnutrition (presenting as overweight and obesity) is an emerging problem (Armstrong et al 2011; Rossouw et al, 2012). Exact anthropometric prevalence figures vary considerably (Wenhold et al, 2008), suggesting sex, age, regional and racial differences and so-called "pockets of malnutrition". In the SADHS of 2003 weight, height, waist circumference and hip circumference of adolescent girls age 15 to 19 were measured on a national sample. The interpretation thereof was, however, problematic because age-dependent cut-offs from Brazil were used in the analysis (Department of Health et al, 2007). A complicating

factor in the current context is the observation that whilst stunted South African school children are apparently leaner than their non-stunted peers, they have a higher percentage body fat and an unhealthy fat distribution (Mukuddem-Petersen & Kruger 2004), suggesting an increased risk for developing non-communicable diseases of lifestyle later in life.

However, as seen in the Figure 2 below, stunting has improved from 23% of children aged 1 – 9 years in 1994 to 18% in 2005.

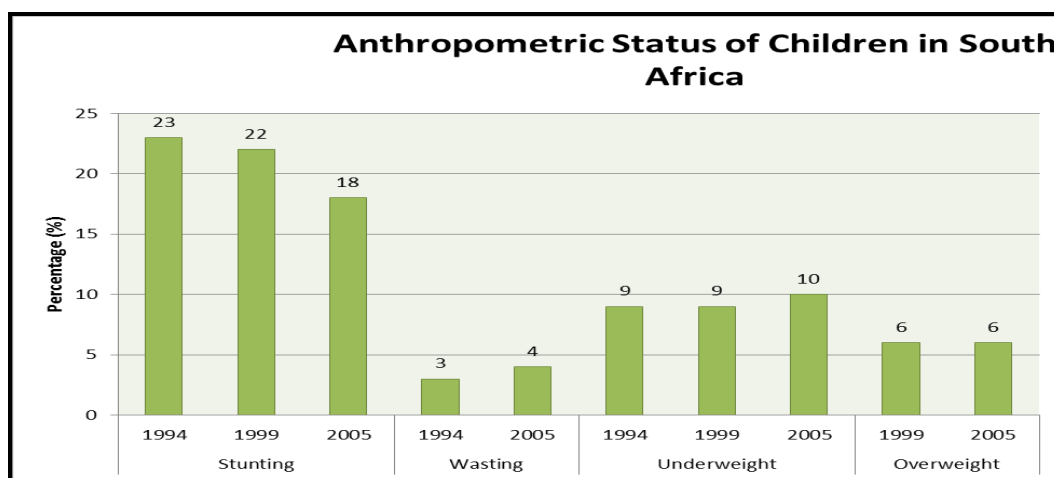


Figure 2: Anthropometric Status of Children in South Africa (1 – 9 years of age)

Sources: National Food Consumption Survey, 1999 (Labadarios et al, 2000) and 2005 (Labadarios et al, 2008), SAVACG Survey 1994 (Labadarios, 1995) & The Framework for the Zero Hunger Programme, 2011 (DAFF, 2012b).

Biochemical assessments only focus on one nutrient at a time, whilst clinical assessments tend to be non-specific. Even though school children as a group have not been investigated in a national study, micronutrient malnutrition is probably also applicable to this group, based on a review of South African studies by Faber and Wenhold (2012). These researchers concluded that the micronutrient malnutrition seems to be related to inadequate intakes of fruit, vegetables and animal-source foods and is evidenced by low levels of serum retinol, zinc, haemoglobin, ferritin and combinations thereof. The biochemical indicators point to poor vitamin A, zinc and iron status. Iodine deficiency appears not to be a nutritional concern in South Africa, probably due to the implementation of mandatory iodisation of salt (Jooste et al, 2007).

The 2005 National Food Consumption Survey (Labadarios et al, 2008) revealed that 27.9% of children (1-9yrs) were anaemic, with moderate anaemia in 6.4% and severe anaemia in 0.3% of the children (Figure 3). In the 2005 survey, iron depletion was found in 5.7% of children and in 7.7% of women. The prevalence of poor iron status (combined depletion and iron deficiency anaemia) was 18.2% in women and 13.3% in children. Vitamin A deficiency was found in 63.6% of children and is fairly consistent among the age groups 1-3 years, 4-6 years and 7-9 years. About 45.3% of children were zinc deficient. The prevalence was the highest among 1-3 year olds, namely 51.3%, followed by 4-6 year olds at 45.4% and 7-9 year old children (36%). Figure 2 and 3 give a summary of key micronutrient indicators in South Africa according to the findings of the surveys conducted from 1994 to 2005. The figure shows that particularly for poor vitamin A status there was a sharp increase in the prevalence.

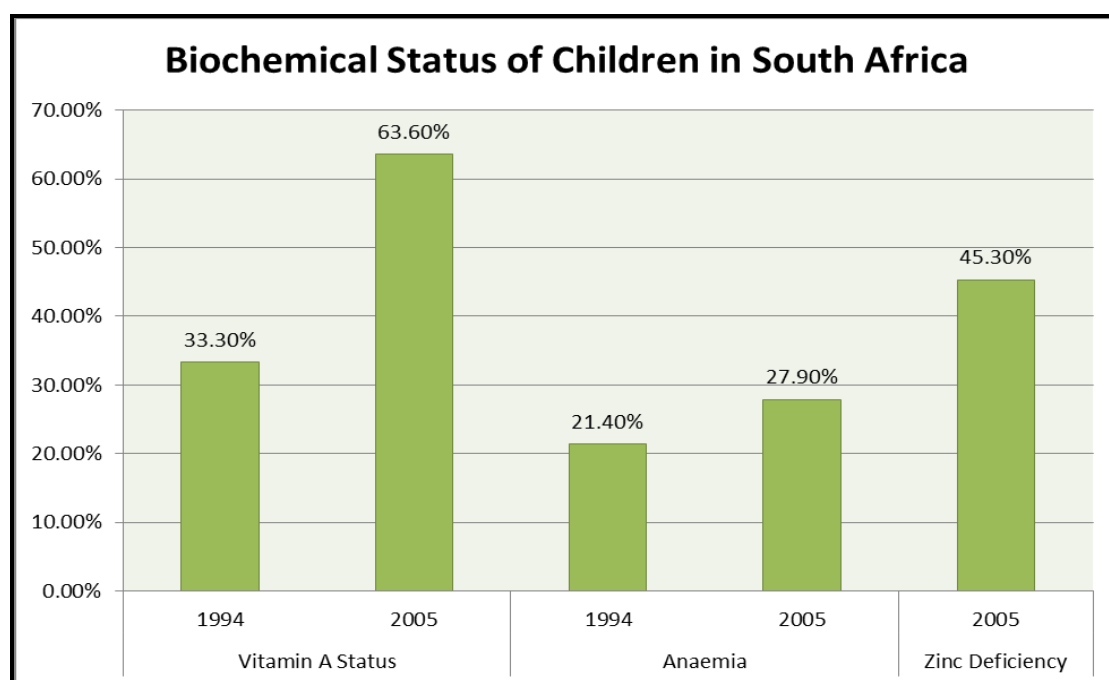


Figure 3: Biochemical Status of Children in South Africa (1-9 years of age)

Sources: National Food Consumption Survey 1994 (Labadarios, 1995) and 2005 (Labadarios et al, 2008).

1.3.4 Orphans and other vulnerable children

The high adult mortality due to HIV and other diseases has left a number of orphans and made many more children vulnerable. Approximately 18.8% of the children in South Africa are orphaned (having lost one or both parents) (Statistics South Africa, 2012a). In absolute numbers, it is reported that there are more than 3 million orphans and more than 2 million of these are HIV/AIDS orphans (Statistics South Africa, 2011, 2012a). These figures exclude children who are currently living in circumstances that render them vulnerable, such as children born of unemployed parents, mentally or physically incapacitated parents, meaning at least 25% of South African children are vulnerable.

Children in South Africa are also disproportionately affected by the country's inequity. In 2011, the UNICEF annual report stated that a child in a poor household was 17 times more likely to be hungry than a child in a wealthier household (UNICEF, 2010). Furthermore, the children from poor households were 25 times less likely to be covered by medical schemes and three times less likely to complete secondary education than children from wealthier households (UNICEF, 2010). So, despite the existence of social policies that target poorer households, there are still a number of children whose needs remain unmet. Programmes and interventions targeting children at school, such as the school nutrition programmes, may have some success in meeting the needs of these vulnerable children.

1.3.5 Education

The South African schooling system has 13 grades (grade R – 12) and primary school is compulsory, regardless of race or gender. Grade R is the year just before Grade 1 and means 'reception year'. This system is a result of the existence of one of the most progressive constitutions in Africa which is in line with the Universal Declaration of Human Rights, and states that every child has a right to education. In order to make the right a reality the South African government spends at least 5.4% of its GDP on education annually (Central Intelligence Agency, 2012). According to the School Realities report of 2012, there were 11 923 674 learners in 24 255 public schools (EMIS, 2012). Private schools have approximately 7% of learners (Statistics SA, 2011).

The commitment to funding education has resulted in South Africa being one of the few countries on track to meet its Millennium Development Goal (MDG 2) of ensuring that, by 2015, children everywhere, boys

and girls alike, are able to complete a full course of primary schooling. Although there is no data that directly links the school nutrition programme with the school enrolment and retention level, there is anecdotal evidence reported in programme evaluations that the school nutrition programme could have made a contribution in enabling the attainment of the MDG (Overy, 2010; Public Service Commission, 2008; Saasa et al., 1997).

1.3.6 Social interventions

The Department of Social Development, in a bid to address the social inequalities and levels of poverty, has developed and is currently paying out five types of social grants as part of its comprehensive social protection system. These are unconditional social grants given to individuals who meet pre-defined criteria and are targeted to the disabled, aged, very young and vulnerable. The five types of grants are the Disability grant, Old-age-Pension grant, Child Support grant, Foster-Child grant and the Care-Dependency grant. Provision of social grants makes up the largest proportion of the budget of the DSD. In the 2010/11 financial year this was about 93% or R89,4 billion (USD 11,2 billion) (Government Communications, 2011).

1.3.7 Agriculture

Agriculture contributes 2.5% of the South African GDP and slightly more than 10% in formal employment. Although these figures, if viewed independently, do not depict agriculture as being a major contributor in the GDP, through the establishment of strong linkages the agro-industrial sector contributes close to 15% of the GDP. The value of food imports is more or less equal to the exports annually.

Due to the aridity of the land, only 12 per cent can be used for crop production, and only 3 per cent is considered high potential land. The value of agricultural production per year is divided between livestock (47%), field crops (29%), and horticulture i.e. fruit and vegetables (24%). Cereals and grains are South Africa's most important crops, occupying more than 60 percent of land under cultivation in the 1990s. Maize, the country's most important crop, is a dietary staple, a source of livestock feed, and an export crop. Government programs, including generous loans and extension services, have been crucial to the country's self-sufficiency in this enterprise. Maize is grown commercially on large farms, and on more than 12,000 small farms, primarily in North-West, Mpumalanga, Free State, and KwaZulu-Natal provinces.

Wheat production is concentrated in large, highly mechanized farms in the Western Cape where rainfall is fairly reliable, and has extended to the Orange Free State and Mpumalanga, primarily in response to rising consumer demand. Other small grains are grown in localized areas of South Africa. For example, sorghum—which is native to Southern Africa—is grown in parts of the Free State, as well as in the North-West and Limpopo provinces. Sugarcane is also an important export crop, and South Africa is the world's tenth largest sugar producer, mainly in KwaZulu-Natal. Production is still centred there, but sugarcane is also grown in Mpumalanga, where irrigation is used when rainfall is inadequate.

South Africa also produces peanuts, sunflower seeds, beans, and soybeans. Annual production of these crops varies significantly from year to year, although South Africa is usually able to meet domestic vegetable-oil needs and generate some exports. Fruits, including grapes for wine, earn as much as 40 percent of agricultural export earnings in some years. Deciduous fruits, including apples, pears, and peaches, are grown primarily in areas of the Western Cape and the Eastern Cape, where cold winters and dry summers provide ideal conditions for these crops. Pineapples are grown primarily in the Eastern Cape and KwaZulu-Natal. Tropical fruits-especially bananas, avocados, and mangoes-are also grown, especially in the northeast and some coastal areas. In terms of the value of the produce, poultry, maize and cattle are the top three income-generating agricultural produce (see Table 2).

Table 2: Value in millions of South African rands for agricultural produce in 2009

Commodity	Rands (m)
Poultry	23,165
Maize	16,346
Cattle and calves	12,808
Milk	9,138
Deciduous and other fruit	8,040
Vegetables	7,843
Wheat	6,356
Sugar cane	4,769
Citrus	4,628
Potatoes	4,058

Source: http://en.wikipedia.org/wiki/Agriculture_in_South_Africa

Less than a quarter of South African households are involved in agricultural production, and the majority of these produce for home consumption only. The only provinces with significant proportions of producers who sell most of their produce are in the Western Cape (23%), Northern Cape (18%) and North West (11%).

It is estimated that 4 million people engage in small holder agriculture, mostly in rural areas and that females account for 58%. There is a growing trend for rural households many of which used to produce most of their own food, to now depend on market purchases resulting in underutilisation of the land and dependence on cash for food security. This is partly due to the reduction in agricultural extension support that was provided in the former homelands of the apartheid era in the country, and to drought conditions. It is proposed that improving small holder agriculture can be achieved by encouraging intensification of production through improved inputs, market opportunities and a reduction in the transaction costs (Baipheti and Jacobs, 2009).

1.3.8 Food security

Food security is broadly defined as households' access at all times to adequate, safe, and nutritious food for a healthy and productive life (Kepe and Tessaro, 2012).

Although South Africa is a middle income country and globally perceived as being food secure, in fact, only one in five of the South African households are food secure (Department of Agriculture, 2012a) and almost a third of households in South Africa live in absolute poverty (Koch, 2011; Tomlinson, 2007). Both rural and urban households are affected with rural households being the worst affected. Around 25% of people in the country were deemed to be vulnerable to hunger in 2009, an improvement from 30% in 2002 (See Figure 4).

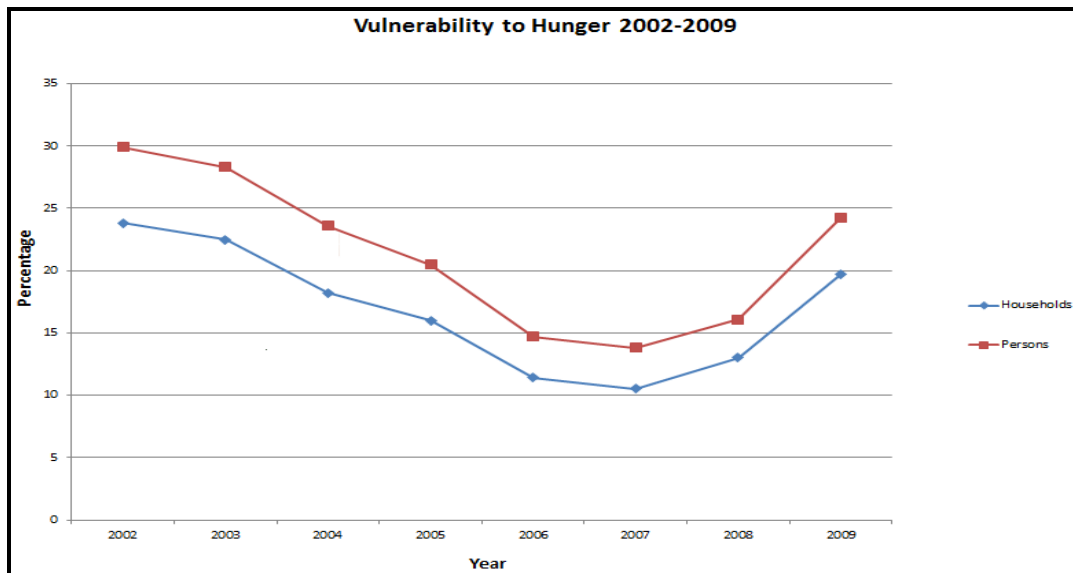


Figure 4: Vulnerability to hunger in 2002 - 2009

Source: Framework for the Zero Hunger Programme, 2011 (DAFF, 2012b).

Food expenditure can account for as much as 60-80% of total household income for low-income households (Baipheti and Jacobs, 2009). In both rural and urban areas women use subsistence farming to increase the availability of cash for other commodities and thereby increase food security, but there is little government support for this. It is also suggested that the social welfare grants contribute to a culture of reduced subsistence farming, especially in the rural areas. In addition the food security policy guidelines are difficult to implement due to poor redistribution of land (Kepe and Tessaro, 2012).

1.4 History of the National School Nutrition Programme

In this section the history of school feeding in South Africa is discussed. The apartheid era school feeding programmes were individual or community efforts and are not well documented hence the gap in the representation.

1.4.1 Pre-Apartheid era

As early as 1916, the Transvaal Provincial Council's Executive Committee noted the need to make funding available to feed vulnerable children. However, there had been other separate efforts by charitable organizations to feed the poor. Between 1937 and 1939, three schemes were initiated that enabled food to be provided through schools – the Milk and Cheese Scheme, the Dried Fruit Scheme and the Citrus Fruit Scheme (Kallaway, 1996). The United Party officially introduced School Feeding in 1943 in line with international trends based on the Smit report that stated there was need for “large-scale nutritional education and communal feeding schemes.” A state-wide feeding scheme for primary school learners began, which provided at least one free meal to all learners regardless of their race.

The School Feeding Scheme (SFS) was funded by the government through the provinces and was administered through the Social Welfare. At least a million children were reached by the scheme with almost half of them being black (Kallaway, 1996). Later, in 1945, the responsibility to administer the School Feeding Scheme was moved from Social Welfare to the Education Department and subsidies removed for natives (blacks). Beyond 1948, during the apartheid era, the feeding scheme for natives received less funding and was eventually phased out. Throughout the country the existing school feeding committees were abolished by 1951 and in 1957/8 the schemes were discontinued with only charitable organizations continuing to fund the SFS (Kallaway, 1996).

1.4.2 Apartheid era (Independent initiatives)

During the apartheid era school meals were provided by private enterprises, donors and non-governmental organizations. Some of these organizations that provided meals during the apartheid era are the African Children's Feeding Scheme, Grahamstown Areas Distress Relief Association (GADRA), Cape Flats Distress Association (CAFDA), Students Health and Welfare Centres Organization (SHAWCO), Peninsula School Feeding Scheme and Operation Hunger (Kallaway, 1996). To date, some of these organizations continue to provide meals to learners albeit to a lesser extent since the government has an even larger fully-fledged school feeding initiative.

Since the government of the day did not support the nation-wide feeding of school learners, there was very little or nothing that the government was doing in terms of providing school meals.

1.4.3 Post-Apartheid era

The South African population has the right to have access to sufficient food, as well as basic nutrition and education for children enshrined in its constitution (Act 108 of 1996: the Constitution of the Republic of South Africa; Kallman, 2005). The inclusion of these rights means that the state has to respect, protect, promote and fulfil the rights. Programmes such as the National School Nutrition Programme (NSNP) have been designed and implemented in an attempt to fulfil these rights. Against this backdrop, South Africa is a signatory to the United Nations Convention on the Rights of the Child and the Millennium Development Goals. The NSNP is an important component of the government efforts to meet the rights of children and attaining its poverty alleviation goals.

In 1994 the Presidential Lead Project announced by President Nelson Mandela put precedence on the school nutrition programme. According to election promises it should have been implemented within 100 days after the election. The Reconstruction and Development Plan (RDP) funded the school nutrition programme to the tune of R477.8million as part of the Integrated Nutrition Programme (INP). For two years

the school feeding was conducted through the RDP president's office and upon closure of the office, the programme became the responsibility of the Department of Health (DoH) (Parliament of the Republic of South Africa, 1994; Public Service Commission, 2008; Saasa et al., 1997). The programme was envisaged as both a health intervention and a poverty alleviation strategy. For eight years the programme was implemented through the DoH until 2004 when it was moved to the DBE.

1.4.4 Integrated Nutrition Programme

The INP was a broad national programme that included the Primary School Nutrition Programme (PSNP) (Department of Health, 1998). The vision of the INP was "Optimum nutrition for all South Africans through coordinated inter-sectoral efforts to combat nutritional challenges". As such the programme had interventions targeting different groups of the community i.e. learners, pregnant and breastfeeding mothers and the broader community. The main strategies for implementation included targeting women with children and providing nutritional education, ensuring optimum growth among children, reducing malnutrition in children through the PSNP, capacity building, inter-sectoral collaboration and community participation. Although the elaborate INP plan existed, the implementation of the different nutritional activities soon took on a vertical approach (Kallman, 2005; Saasa et al., 1997), the PSNP was managed as a programme on its own, and maternal and child care had different programmatic strategies.

1.4.5 Primary School Nutrition Programme

The Primary School Nutrition Programme (PSNP) was implemented within the INP of the Department of Health. The objectives of the PSNP were to improve education by enhancing active learning capacity, school attendance and punctuality by providing an early morning snack; improve health through micro-nutrient supplementation; improve health through intestinal parasite control/eradication; improve health through providing education on health and nutrition; and enhance broader development initiatives, especially in the area of combating poverty. The programme had principles that embodied community participation through involvement and empowerment, sustainability, linking the programme to educational activities, health initiatives and multi-sectoral collaboration (Saasa et al., 1997). As the name suggests, the PSNP targeted only learners in needy primary schools. The "meals" that were served were fortified biscuits and later the "Mandela sandwich" which was bread with peanut butter.

When the programme moved to DBE the objectives were adapted and streamlined as presented later in this report. The scope of implementation also broadened and the food served changed from cold food items to cooked meals. This will be explored further in the next section where the current implementation of the NSNP is discussed.

1.4.6 National School Nutrition Program

In 2004, the school nutrition programme was transferred from the DoH to the DBE, as communicated to the provinces and schools through an implementation manual (Department of Education, 2004a) and circulars such as the Gauteng province Circular 29 of 2004 (Dept of Education, 2004b). This transfer was accompanied by major shifts starting with the programme's name being changed to National School Nutrition Programme (NSNP). The major changes in the NSNP included broadening of the scope and coverage, and initially had the following objectives (Department of Education, 2004a):

- a) will feed learners at designated schools
- b) will enhance nutrition education through the Curriculum
- c) enhance the implementation of school gardens; and
- d) enhance programmes for Orphans and Vulnerable Children

The NSNP introduced meals to designated primary schools in 2004 and to needy secondary schools in 2009 (Department of Basic Education, 2010a). Similarly there was a paradigm shift in terms of the programme outcomes. Instead of being a health promotion initiative there was a more holistic view of what school feeding could achieve in line with international literature. School feeding, if implemented correctly,

could boost school enrolment, attendance and retention as well as enhance the learning capacity of learners (Department of Basic Education & UNICEF, 2008; Department of Basic Education, 2010b, 2010c).

The broader vision of the NSNP was to contribute to the improvement of education by enhancing school pupils' learning capacity, school attendance and punctuality and contribute to general health by alleviating hunger while at the same time educating pupils on nutrition; and how to improve nutritional status through micro-nutrient supplementation (Department of Basic Education, 2010b; Overy, 2010). There are essentially three legs/pillars in the implementation of the NSNP provision of meals to learners, nutrition education and sustainable food production (Department of Basic Education, 2010d).

The meals were at first only served to quintile 1-3 primary schools and in 2009 were extended to quintile 1-3 secondary schools in a staggered fashion between 2010 and 2012 (Department of Basic Education; Personal Communication). The specific details on the NSNP targeting and coverage is presented in the next section where the current implementation of the NSNP is discussed in more detail.

In summary, there have been efforts to continuously improve the implementation of the school feeding programme in South Africa. In this section, we have shown that before the apartheid era the authorities and political leaders noted the need for school feeding programmes and made efforts to provide learners with meals. However, during apartheid, the political leaders chose not to continue providing meals or any type of supplementation to all learners (excluded black learners). However, there were non-governmental and faith-based-organizations which provided some school feeding in needy communities. Post-apartheid, the school feeding programme has been treated as a priority intervention; it is being implemented and continues to evolve. The concept of linking the school feeding to health programmes and educational outcomes exists but the extent to which one department can have a mandate to cater for both the feeding and health is still under-explored. In the PSNP, the concepts of inter-sectoral collaboration, sustainability and community participation were more elaborately emphasized than they are in the NSNP. The current government has pledged to continue funding the NSNP for at least the next 10 years to “provide nutritious meals to targeted learners” (Department of Basic Education, 2011c)

1.4.7 Role of previous evaluations in shaping the NSNP

In 1996, Saasa et al (1997) recommended more stringent criteria for targeting for school feeding; specifically the team suggested targeting of fewer schools in the PSNP because in their assessment the programme was overstretched and hence provided poor quality meals. Contrary to this, in 2008, the Public Service Commission (2008) suggested that all learners be fed through the NSNP despite their acknowledgement of an infrastructural gap in the NSNP. In essence, they countered the recommendation made by Saasa et al. In 2005, Wildeman and Mbebetho (2005), stated that they were against the notion of reducing the number of schools to enhance quality of meals served since there was no proof that reducing number of schools improved quality of meals. Instead, they did an assessment and concluded that slowly increasing the number of schools implementing the school nutrition programme increases the programme targeting success rate. This did not respond, however, to the concerns raised by Louw et al (2001), who stated in a report to the Department of Health that increasing the coverage from specific learners in a school to all learners results in the dilution of portions. To date the programme is expanding and has increased its coverage to include some secondary schools. At present there is inadequate evidence to ascertain whether this increase in coverage is negatively affecting the quality of meals or not.

Saasa et al (1997) suggested that the school nutrition programme needed to incorporate nutrition education and micronutrient supplementation in the programme and discouraged the use of fortified commercial foods. However, at present the NSNP incorporates the provision of a meal, nutrition education and a sustainable food production component. The use of fortified foods continues since the meals provided use fortified products such as maize rather than fortified biscuits or sandwiches. In the same report, Saasa et al (1997) advised that meals should be served in the mornings and should provide the recommended daily allowance (RDA) for energy. The current policy guidelines state that NSNP meals should be provided to

learners at 10h00, and efforts are being made to ensure the meals meet the 25 - 30% of RDA for energy for learners. This shows that the NSNP is responsive to recommendations and is continually improving.

Saasa et al (1997) also identified stable financing as a critical component, thereby suggesting in their recommendations that plans be made to ensure adequate funding of the programme for at least three years. To date, almost sixteen years later, the programme continues to be funded through the state and at present there are efforts to ensure it continues to be funded.

Another critical recommendation made by Saasa et al (1997) that is slowly being implemented is that of moving from a vertical program to an integrated comprehensive programme. While the DBE acknowledges the need to work together with other sectors in implementing the NSNP, the process of actually doing so is slow and there is very little evidence of it except in documentation and production of manuals.

In 2008, PSC (Public Service Commission, 2008) recommended that the DBE create adequate infrastructure to implement the NSNP and conduct capacity building for food suppliers, food handlers and local communities on the NSNP. At present the NSNP has developed a budgetary line item for improving equipment and utensils for the NSNP, and holds regular workshops to ensure the various stakeholders have the skills to carry out their roles.

In the evaluation of the NSNP made by PSC (Public Service Commission, 2008) in the Limpopo and Eastern Cape provinces, there were cases of non-delivery of food, delays and poor quality food being delivered. Both provinces were using the centralized method for procuring and the country had recently been affected by food price hikes amidst the international recession. Therefore, based on the events in 2008, it is noted that price hikes can result in suppliers and service providers delivering poor quality food. While the global economic events cannot be stopped, there needs to be contingency measures in place to ensure that the quality of food does not deteriorate notwithstanding the circumstances. This can be done through the development of hedged funds and setting budgets that allow for inflation.

1.5 National School Nutrition Programme – Case Study Findings

In this section, the framework presented in *Rethinking School Feeding* (Bundy et al., 2009) is used to present and discuss the findings of the data collected from the current implementation of the NSNP in South Africa. The key five standards include:

1. Design and implementation
2. Legal and policy frameworks
3. Institutional capacity and coordination
4. Financial capacity
5. Community participation.

A critique is also presented in the discussion section based on previous evaluations conducted on the Primary School Nutrition Programme (PSNP) and the National School Nutrition Programme (NSNP), our interaction with staff members of the DBE, and the data collected at the 12 schools.

1.5.1 Program design and implementation

In this standard Bundy et al (2009) cite six indicators to be used to assess the programme design and implementation – appropriate objectives, appropriate target groups and targeting criteria, appropriate food modalities and food basket, local procurement and logistics arrangements, appropriate local sourcing of food, and monitoring and evaluation system in place and functioning. The discussion that follows responds to the question of whether these indicators are adhered to or not in the South African context.

1.5.1.1 Objectives

The main policy document (The Conditional Grant Framework) states that the goal of the NSNP is to enhance learning capacity and improve access to education (Department of Basic Education, 2012). In other guidelines, manuals and official documents the objectives are phrased differently but all have the three thematic areas being – the provision of a daily meal, nutrition education and sustainable food production in schools. The simplest expression of the objectives is as follows (Department of Basic Education, 2010d):

- To contribute to enhancing learning capacity through school feeding
- To strengthen nutrition education in schools
- To promote sustainable food production initiatives in schools
- To develop partnerships to enhance the programme (added in DBE report of 2011)

The NSNP is being implemented as an educational and poverty alleviation strategy specifically initiated to meet the rights of children in terms of basic food and education (Department of Basic Education, 2004a).

In Mpumalanga and Eastern Cape, the objectives are specified in the province-customized policies. The objectives of the programme are well understood by provincial and district DBE officials. This was evident in the interviews held as all persons interviewed stated the objectives in a way that captures all the critical aspects. In Mpumalanga interviews for instance, the following were identified as objectives of the programme: *To alleviate hunger at school; To improve learner attendance & participation in class; To improve enrolment; To reduce the rate of learner absenteeism; To support learners from child-headed households; To promote healthy lifestyle through nutrition education; To promote self-supporting school gardens.*

At the school level, it was established that the school principals and nutrition coordinators were aware of the goal of the programme but not necessarily the specific objectives. With the NSNP being a critical education intervention, there is a need to inform principals of the detailed objectives of the programme. This knowledge could change the way in which they implement the programme, for example they may place equal value on all the components – meals, nutrition education and sustainable food production.

1.5.1.2 Target groups and targeting criteria

The Conditional Grant Framework and the NSNP Implementation, Monitoring and Reporting Manual (Department of Education, 2004a) state that NSNP meals should be provided to all learners in quintile 1 to 3 primary and secondary schools as well as identified special schools (schools for learners with disabilities), on all school days.

An extract from Kallman (2005:5) explains the quintile system based on a Department of Education policy of 1998:

Each provincial education department is required to produce a “resource targeting list” of all schools in its province, sorted on the conditions at the school and the poverty of the community served by the school, to produce the five groups of schools. The resource targeting list will comprise all ordinary public schools in the province sorted by ‘need’ or ‘poverty’. Two equally weighted factors will be used to rank the schools:

a. *The physical condition, facilities and crowding of the school.*

Using the school register of needs data, provincial education departments may create indices based on the range of physical facilities at the school, learner to classroom ratio, the overall condition and need for repairs, and the availability of basic services. This factor is weighted 50%.

b. *The relative poverty of the community around the school.*

Using Census, household survey or other data, provincial education departments may create indices based on, for example, the proportion of households with electricity and piped water in the community served by the school, the level of education of the parents served by the school, and other similar criteria. This factor is also weighted 50%.

Within these parameters, there is quite a lot of discretion in how provinces define poverty and how they do the analysis.

The NSNP currently caters for all public schools in quintile 1 to 3 and selected special schools throughout the country. When implementation of the NSNP began in 2004 only primary schools benefited from the NSNP but now it includes secondary schools. DBE officials in Mpumalanga stated that in the province NSNP meals are provided even in some quintile 4 and quintile 5 schools in rural areas because the province noted inconsistencies in the quintile ranking system (Department of Basic Education, Personal Communication, 2012).

The number of learners receiving meals through the NSNP is increasing annually. The trends can be observed in Figure 5 where the coverage of the NSNP over time is illustrated. The number of learners receiving meals increased from just under 5 million in 2005 to slightly over 8.8 million in 2012.

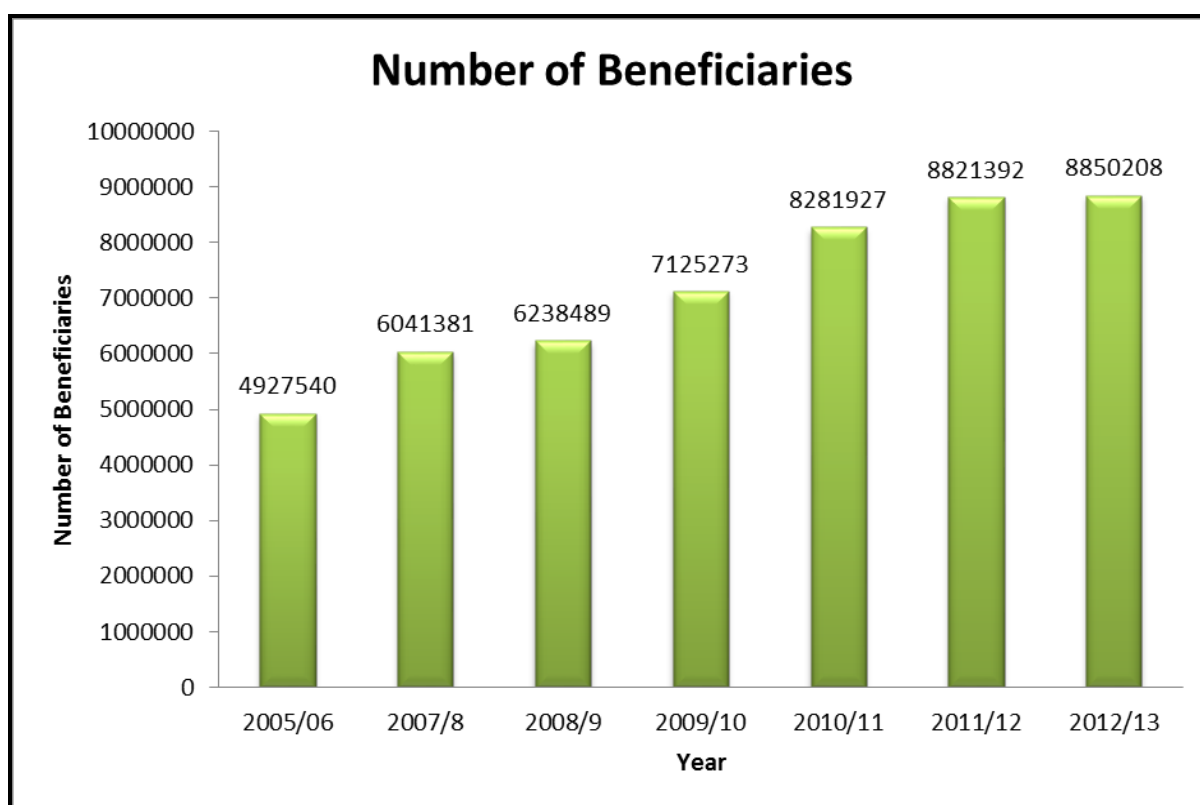


Figure 5: Number of learners fed through the NSNP

Sources: Department of Basic Education. Annual Reports 2007/8 & 2008/9 & 2009/10 & 2010/11 & Conditional Grant Framework 2012/13 (DBE, 2012) & World Food Programme Questionnaire 2012.

The coverage of the NSNP, calculated as the percentage of learners enrolled in schools that receive daily school meals through the NSNP, has increased from 50.2% in 2007/08 to 70% in 2010/11 and seems to be stabilizing at 74% in the last two years (Table 3). Since some provinces are poorer than others, they have a higher coverage. For example 88.4% of learners in the Eastern Cape benefit from the school meals.

Table 3: Coverage of NSNP based on 2007 to 2010 school enrolments

Year	Total Public School Enrolment	Number of NSNP beneficiaries	Coverage
2007/08	12 041 220	6 041 381	50.2%
2008/09	11 873 162	6 238 489	52.5%
2009/10	11 828 747	7 125 273	60.2%
2010/11	11 809 355	8 281 927	70%
2011/12	11 804 056	8 821 392	74.7%
2012/13	11 923 674	8 850 208	74.2%

Sources: Director of the NSNP, 2012; EMIS 2011; EMIS 2012

1.5.1.3 Targeting of orphans and other vulnerable children (OVC)

Whilst it is widely acknowledged that the NSNP targets learners who are from vulnerable communities (as defined by the quintile ranking), there may be some learners who are even more vulnerable. The NSNP encourages school principals to link OVC with relevant support systems in the community. Through the NSNP very needy learners can be provided with breakfast, extra lunch or the provision of garden produce, however this is not done systematically. Learners in some rural schools in Eastern Cape are being provided with a South African breakfast cereal “Morvite”. This is a commercially available instant sorghum based cereal that can be mixed with water or milk and is enriched with vitamins, minerals and selenium added. One rural school makes food parcels for learners using garden produce at the end of the year and also refers learners for after-care with a non-governmental organization that shares the same premises with the

school. Schools in Mpumalanga mentioned giving the OVC extra food on days when there was extra food available and one rural school was referring needy learners to a community drop-in centre where learners could get additional meals after school hours. Private organizations may be engaged in the provision of additional sources of food for OVC since the NSNP only caters for one meal a day on school days, leaving weekends and school holidays when the children may not have access to even one meal a day.

During discussions with provincial and district NSNP coordinators, there was no direct mention of efforts being made to target OVC. However, in the validation workshops in both provinces there was mention of a separate office, a Psychosocial Support Unit within the DBE, whose mandate is to identify OVC and intervene appropriately or refer to other government departments such as DSD and non-governmental organizations who can provide relevant services.

1.5.1.4 Food modalities and food basket

The Conditional Grant Framework states that schools should provide a cooked mid-morning meal to learners every school day in accordance with the recommended meal plans and approved provincial menus. The minimum number of feeding days should be 195 days for the year 2012/13. Provincial and district NSNP coordinators in both provinces determine the number of feeding days for the year based on the school calendar. Learners should ideally receive a meal on all school days excluding national public holidays and school holidays as stated on the provincial calendars. Previous reports show the number of feeding days varying between the provinces by about 30 days a year (between 165 and 195 days in 2010/11), with an average across schools of 182 days (Table 10 later in section).

The food that is served in the NSNP is guided by provincial menus that are approved for a specific period (e.g. 2010/11). These are available on the (national) DBE website (www.education.gov.za) and sample menus for Eastern Cape and Mpumalanga (2013/14) are given in *Appendix I*. The menus are for a one-week cycle based on a meal plan of a “protein”, a “starch” and “vegetable” or “fruit”. Menus are province specific and in developing them provincial leaders work in consultation with the DoH to ensure that the meal meets at least 25 – 30% of the Recommended Daily Allowance. In the case of Gauteng Province provision is made for breakfast (a cereal) and lunch (same as other provinces).

Specific guidelines for food selection are stated to ensure variety, minimum and maximum frequency of serving specific food items, and the inclusion of traditional foods. The meal plan is the same for primary and secondary schools, but serving sizes differ. The preparation of the food is guided by a recipe book called “Mnandi 4 sure” (Dept of Basic Education, no date). The portion sizes are defined on the menu and are presented in Table 4. In order to assist in planning, measurements are incorporated in the recipe book and state how much food handlers should use for a given number of learners. The measurements are given for the dry ingredients and also for the recommended serving amount.

Table 4: Sample meal plan and portion sizes for primary school

	Meal Plan	Meal Options	Serving Portion Size
Monday	Protein	Soya Chunk Stew/Chicken Livers	45g
	Starch	Pap	60g
	Veg/Fruit	Red/Yellow vegetable in season	60g
Tuesday	Protein	Sour Milk/Fresh Milk (UHT)	200ml
	Starch	Phuthu/Pap	60-75g
	Veg/Fruit	Fruit in Season	60g
Wednesday	Protein	Soya Mince Stew	45g
	Starch	Boiled Rice	60g

	Veg/Fruit	Green Season Vegetable in	60g
Thursday	Protein	Beans	40g
	Starch	Samp	60g
	Veg/Fruit	Green Vegetables in season	60g
Friday	Protein	Pilchard Stew	40g
	Starch	Sweet Potato/Rice/Brown Bread	60-75g
	Veg/Fruit	Red/Yellow vegetable in season	60g

Source: Department of Basic Education (2010e)

Although there may be variations in implementation on a day to day basis, the menus provide a framework which ensures that the three fundamental food groups are served in a balanced meal (Department of Basic Education, 2010e). If the foods indicated on the menus are prepared according to the guidelines and served in the indicated serving portions, then the school meals can be assumed to provide a meaningful contribution to the dietary needs of the learners. However, an evaluation of the nutritional value of the prescribed menu shows that in general, the planned meals provide about 15 percent of the learner's Recommended Daily Allowance in terms of energy (depending on fat or sugar being added in the cooking or serving process), and around 26% of the protein requirement. The recipe book was not seen or mentioned in any interview at school level and none of the schools observed were using specific measuring equipment other than ordinary cups and spoons. It was also observed that the portion sizes became smaller as the serving took place to ensure that all children in the queue received some food.

According to personal communication with DBE officials the meals containing pilchards are particularly popular. Apart from individual and cultural variability in terms of food preferences, a possible reason is that this menu option was perceived as being "most satisfying". In focus group discussions in Eastern Cape, learners actually mentioned that the servings were small, "*ukutya kuncinci*" and they wanted meat to be added to the menu. They nevertheless showed tremendous appreciation for the meal.

1.5.1.5 Meal times

The national guidelines for the NSNP state that feeding should take place by 10h00 every school day (except for Gauteng Province where breakfast is to be served at 07h00 and the cooked meal at 11h00). If a province wishes to deviate from the basic plan, a letter should be submitted in addition to the business plan to the national DBE annually (Department of Basic Education, 2010d; Conditional Grant Framework 2012/13). Overall, the time of serving foods is in keeping with the original intention of the NSNP, namely to alleviate short term hunger (for children that may not have had breakfast at home). Based on the Best Practices compilation (Department of Basic Education, 2010d) schools nominated as best practice sites were serving meals between 09h00 and 10h00 and ensuring that break-time was distinct from the time meals were served. In accordance to the NSNP guidelines best practice implementers had the meals served in a classroom environment.

The research team observed that all meals were being served between 09h30-10h30 in the schools visited. All schools served the hot meals as specified on the menu. There are schools which have added to the menu based on funds from other donors. In the Eastern Cape for example, one farm school provides meat to learners once a week based on funds that the principal obtained from donors. In a rural school in Mpumalanga, learners had breakfast supplied by Tiger Brands; hence the NSNP meal was served at 10h30.

1.5.1.6 Procurement and logistics arrangements

Currently, there are two procurement methods being used, namely centralized and the decentralized model. In most provinces (5 of 9) the NSNP is implemented through a centralized procurement system

while four provinces use a school-based procurement model. The DBE's preferred procurement model is transferring the funds to the schools via the provincial office.

Centralized procurement

The centralized procurement model entails the procurement of the ingredients and the delivery thereof to schools based on a service level agreement between the suppliers and the provincial DBE office. Gauteng, KwaZulu-Natal, Limpopo, Mpumalanga and Western Cape still utilize the central procurement model. A tendering process is used by the provincial office guided by the Preferential Procurement Policy Framework Act of 2000 (Republic of South Africa, 2000). This includes a point system of scoring the tenders through which historically disadvantaged people in terms of race, gender and disability are awarded extra points. According to the DBE/UNICEF report of 2008 'The tender system used in KwaZulu-Natal and the North West differs from the other provinces as it focuses strongly on community empowerment by appointing suppliers from the local community.'

KwaZulu-Natal have reported on economic empowerment of local communities through a number of local women's groups (109) and small businesses (1 671) that are contracted to provide the food (Department of Basic Education, 2011a).

The schools in a centralized system still need to hire volunteer food handlers who prepare and serve the meals to the learners (explained further in section 3.2.1), and pay for gas. Therefore, these schools receive the funds on a quarterly basis to cover these expenses and are required to account for the expenses monthly.

The Mpumalanga province was selected and visited because it is implementing the centralized procurement model. In this centralized procurement model, the process of selecting qualifying tenders and making payments is handled by a specific unit (the Procurement Unit) within the provincial DBE, and not directly by the NSNP officials. Tenders are awarded on a 3 year basis after a competitive selection process. At present, there are 67 suppliers in Mpumalanga province and were selected in such a way that there is one supplier per circuit (a sub-section of a district). In this way the province is attempting to ensure as much local buying as possible to improve local economic development. The school has a mandate to monitor the quality and quantity of food delivered by the contracted supplier. When food items are delivered, the school nutrition coordinator checks the quantities, expiry dates on the food items, and tastes every meal that is served to learners.

The tender based system is less financially involving for the school compared to the school based procurement model, and can offer better prices as a result of economies of scale through bulk buying.

However, a major outcome of this tender-based procurement system, as cited by provincial DBE officials, was that instead of empowering the poor as stated in the Preferential Procurement Policy Framework Act, larger companies are sub-contracting thereby perpetuating inequity. However, this system achieves better economies of scale and could be more efficient.

Decentralized procurement

The Eastern Cape, Free State, Northern Cape and North West are the provinces utilizing a decentralized procurement model. In this model schools receive funds directly from the province and procure services on their own. For a school to receive funding for any procurement, including that of NSNP procurement, it requires a "Section 21" status (based on Schools Act of 1996). This status indicates that they have enough skills and expertise to handle the school finances and procurement. These schools have a School Governing Body (SGB) who are trained annually on financial management and reporting (Department of Basic Education, 2004; Department of Education and Culture & Province of KwaZulu-Natal, n.d.). Schools without Section 21 status have been accorded the partial status to enable NSNP procurement (Department of Basic Education Personal Communication, 2012; Singh, 2012). This is further also explained in section 2.2.1.

The advantages of utilizing a decentralized system include lower transportation and storage costs and involvement of more community members. It should be noted that although there are many advantages in this system there are some disadvantages as well. The key informant interviews revealed that, the programme may excessively burden the district, school principal and educators.

In the South African context, the food basket in all provinces is culturally acceptable regardless of the procurement model. Anecdotal evidence points to cheaper means of procuring food items resulting in schools making “savings” on the NSNP funds. For example a school principal explained that the savings made in the food procurement, through finding cheaper sources, was used for catering for school camps (extra classes) for Grade 12 learners. It was mentioned that in some instances these savings have been misappropriated by the school principals and governing bodies, or redirected to other school activities. Provincial leaders are aware of this fund mismanagement and are currently seeking a solution.

The decentralized procurement model in Eastern Cape only started in January 2011. Schools receive funds into their school account, where all other school supply -related funds are deposited. The district officials communicate the NSNP budget to the school and monitor the fund usage. In the Eastern Cape the province, districts and schools do not have any contractual agreements with the suppliers. Schools use a quotation system to identify the supplier with the food items required at a reasonable price. The nutrition coordinator and SGB members identify these suppliers within their local community or within the business district. Apart from getting the quotations the nutrition coordinator in some instances also does the actual buying of the food items. The suppliers are paid by cheque, with the school attaching proof of the three quotations and the receipt to their monthly monitoring form. Studies need to be conducted in the future to ascertain the cost-benefit analysis of the two models in this context.

1.5.1.7 Transportation of menu items

Transportation of menu items differs by province and school. In the provinces where the centralized procurement model is used, food suppliers who are contracted at provincial level have to deliver menu items to the schools. The frequency of delivery depends on the contractual arrangements with the supplier and can range from weekly to monthly.

However, in the provinces utilizing the decentralized model, the agreements with food suppliers are made directly with the school and food items can be delivered or the school may hire transportation to fetch food items if the supplier does not provide delivery services. Procurement in the decentralized model is mainly based on a quotation system and suppliers may or may not include delivery services. Generally dry food items are delivered monthly and perishables are delivered weekly depending on the arrangements made.

1.5.1.8 Storage of food

Since the food is delivered to the schools on a regular basis and is prepared on-site, there is need for the school to have proper storage space. The recommended storage is defined as storage that is well-ventilated, with shelves or desks to allow for food to be placed on an elevated plane. The evaluation of the NSNP conducted by UNICEF in 2008 found that most schools used one of the classrooms, the head of department's office, student sick rooms, or food handlers' household and very few had proper storage space. A critical appliance in terms of storage of food items is the refrigerator. There is no specific fund that is allocated to enable schools buy refrigerators but, in consultation with the provincial offices, funds can be sought from other school coffers to buy a refrigerator. It was found during the school visits that most schools have a fridge for keeping the fresh produce cool until they are used. There have been incidents of food being stolen from the storage facilities and equipment from the kitchen in some schools. This issue of theft was therefore discussed in the provincial meetings as one needing intervention by providing better security in the schools.

1.5.1,9 Food Preparation, equipment and infrastructure

Food preparation is done at schools, on every day that learners are served meals. The voluntary food handlers (VHF) are responsible for meal preparation, serving and cleaning up after learners have had the meal (further explanation in sections 2.2.1 and 3.2.1). Meals are prepared in accordance with the provincial menus and according to the safety and hygiene guidelines (The NSNP Safety Directory, no date).

Meals are either served from large dishes allocated to each classroom, or directly from the cooking pots to a queue of learners standing outdoors. Although the learners are encouraged to sit at a table when eating, no schools have eating halls. Some learners eat on their desks in their classrooms, while others eat sitting on the ground outside. Learners were observed sitting at old desks outdoors in one school in the Eastern Cape. The Equipment and Utensils guideline for the NSNP is provided in Table 5. Most schools visited had the required equipment and utensils.

Table 5: Minimum equipment & utensils for NSNP

Item	Quantity required for 350 learners or less	Quantity required for 350 learners or more
Gas burners	1 x 3 plate gas burners	2 x 3 plate gas burner
Gas Cylinder	2 gas cylinder	3 gas cylinder
Stainless Steel or Aluminium heavy Duty Cooking Pots 60lt	3 x 60lt pots	6 x 60lt pots
Polypropylene plastic or stainless steel long cooking spoons (e.g. Pap stirrer)	3 long cooking spoons	6 long cooking spoons
Stainless steel work table	2 tables	4 tables
Serving utensils required are determined by number of learners and serving points (An example of 500 learners per school and 17 serving points will be used)		
Stainless steel table spoons	500 spoons	
Stainless steel plates	500 plates	
Stainless steel or plastic serving spoons	51 spoons (17 for starch, 17 protein, 17 vegetables)	
Stainless steel or plastic serving containers	51 containers (17 for starch, 17 protein, 17 vegetables)	

Source: Department of Basic Education (2011b).

The Conditional Grant Framework of 2011/12 made provision for provinces to improve equipment and utensils. Depending on the procurement model and preference of the provincial management funds could be directly sent to the school, or procurement of the equipment and utensils (gas stoves, plates and spoons) done by the provincial office. In the past 5 years, the DBE has been availing funds for the procurement of stoves and utensils to the schools to enable the preparation of meals.

In addition, the 2010/2011 Annual Report on the NSNP lists 5 pages of acknowledgements of various organizations that had donated infrastructure, goods and services to the NSNP in various provinces (Department of Basic Education, 2011a).

Table 6 shows the amount of money in Rands spent by the provinces in procuring utensils and cooking equipment. The amount spent per year has been varying but is not likely to increase since the procurement of utensils and stoves is not done annually. The cost of maintaining the utensils and stoves are projected to be much less than the initial capital costs of procuring.

Table 6: Expenditure on utensils and stoves

Year	Budgetary Allocation in US\$'000	Budgetary Allocation in R'000
2004/5	0	0
2005/6	0	0
2006/7	25	200
2007/8	0	0
2008/9	11 715	93 717
2009/10	10 393	83 147
2010/11	15 055	120 436
2011/12	4 756	38 046

Source: WFP Questionnaire (2012).

In the guide for implementing NSNP in Secondary Schools, schools are instructed to select a suitable area for cooking, preparation and serving of meals with adequate ventilation and fit for the purpose. Schools were not necessarily given any funds for constructing kitchens (Department of Basic Education, 2009). Public-Private Partnerships in this regard were encouraged and partners could assist in buying crockery and even building suitable kitchens for meal preparation. For example a rural school in Eastern Cape has a kitchen built by Lafarge through such partnerships. The same school also received an electric stove and a microwave from the South African Police Service in their community.

Although all the schools visited in this study had adequate infrastructure for the hygienic preparation of the meals, according to the provincial meetings there are many schools with inadequate infrastructure and the progress of providing new buildings is rather slow.

1.5.1.10 Sourcing of food for programme

Procurement of locally produced food in order to support the local small farmers is currently not a central strategy of the NSNP. There is some commitment to local economic empowerment in provinces where SMMEs and community based organisations are contracted to supply the food, but this does not necessarily lead to the fresh produce being purchased directly from local smallholder farmers. Since it is unlikely that products such as pilchards and soya proteins can be produced in a district, these items will have to be “bought in”. As they are relatively expensive meal components this means that much of the expenditure on food will not be retained in the district and will not be available to enhance local markets and agricultural production. Emphasis is placed on the efficiency and cost-effectiveness of the meal provision resulting in the procurement mainly being through wholesalers in the districts regardless of the procurement model.

Although there is relatively little evidence of local small holder farmers benefitting from the current procurement systems in place, there are guidelines from the DAFF Zero Hunger framework that will promote procurement of local produce by state institutions (Department of Agriculture, Forestry and Fisheries, 2012b). This is expanded in section 1.5.2.8.

In large parts of the country there is the potential for local food production to be enhanced and the school meals to be supplied by small farmers. However, a shift in procurement strategy by the NSNP as well as better implementation of farmer support by DAFF will be required to achieve this. In the water scarce rural parts of the country this may be more difficult to achieve.

1.5.1.11 Sustainable Food Production in Schools (SFPS)

The third objective of the NSNP relates to SFPS. Of the three objectives of the NSNP, achieving this objective has been a little slower. This is understandable, since it was the most recent “addition” to the programme.

Promotion and support of food production initiatives in schools are critical aspects in the implementation of the current NSNP. The initiatives can be in the form of vegetable and herb gardens, fruit orchards, and livestock production as well as food processing. According to a DBE guideline: “Sustainable Food Production – A nominated educator, SMT and SGB members will be provided with training in food production. Each school will be expected to initiate a food garden or food production project” (Department of Basic Education, 2009). During the interviews at the schools visited in this study no mention was made of training in food production, but some schools had well established food gardens and one school had fruit trees. Many had benefited from tools and seedlings from the DAFF. Of the 12 schools visited in this case study 10 had some form of a food garden, but only 9 were well established. Some schools used the produce to supplement the school meal while others gave away the produce to needy families or sold the produce to community members.

A recent survey showed that many schools in South Africa reportedly have food gardens although the number declined from 6503 in 2008 to 3994 in 2011. According to the survey, the gardening activities are perceived (by the school principals) to develop vegetable production skills, improve nutrition, and promote learning about food and nutrition. A small percentage (9%) even felt it contributed to school income. The produce may be taken home by the children, sold or used in the school meals. The gardens are typically funded from school funds, sales and sponsorship. In 2011 a partnership with the FAO resulted in the development of a “Horticulture Manual for Schools – A guide to establish and sustain food gardens”, developed by the Agricultural Research Council (Laurie and Faber, 2011). Those schools without a food garden cite issues of lack of water, poor soil, a lack of seeds, pests, no fencing, and no committed volunteers as reasons for not succeeding (Department of Education & UNICEF, 2008).

The three components of the NSNP (i.e. school feeding, sustainable food production and nutrition education) are not mutually exclusive and the ultimate aim is an integration of the food production, meal provision and the nutrition education into the broader curriculum.

1.5.1.12 Nutrition education

DBE has developed a Nutrition Education Strategy that states that “nutrition education comprises consciously constructed opportunities for learning involving some form of communication designed to improve *nutrition literacy*, including improving knowledge, and developing *life skills* which are conducive to individual and *community health*. It is not only concerned with the communication of information, but also with fostering the motivation, skills and confidence (self-efficacy) necessary to take action and to make the correct choices to promote healthy lifestyles and well-being and to prevent and control lifestyle diseases” (p4, Department of Basic Education, no date).

The primary objectives of nutrition education are:

- To “make every school a healthy school” where health promotion and awareness is integrated into school life
- To increase the general awareness of good nutrition in school communities towards improving the health and well-being of individuals
- To build the skills of learners to take more self-responsibility for their health and physical development

Nutrition education is not only availed to learners through classroom activities but is intended to also reach community members indirectly through the learners and directly through workshops and campaigns. Overall, nutrition education is intended to be integrated into the curriculum, and is primarily associated with the subject “Life Orientation”.

There is an annual “national nutrition week”. During the nutrition week of 2010, for example, there was a nationwide campaign themed “Brighten Up Lunch Boxes”. In this campaign, lunch boxes, squeeze bottles and promotional materials were distributed to provinces.

In a partnership with the FAO, a local University of Technology was commissioned to develop nutrition education implementation manuals. There are separate manuals for educators, volunteers and caregivers/parents (Oldewage-Theron and Egal, 2010). All manuals are full-colour with many drawings and are accompanied by a CD-ROM. The following topics are covered: Basic nutrition; Nutritional concerns; Nutrition situation of children in South Africa: Strategies to address malnutrition; Healthy eating habits for children; Food safety and hygiene; Hygiene; Exercise and its relation to nutrition; Nutrition and HIV and AIDS.

The data collection methods used in this case study was not designed to assess the nutrition education component of the NSNP in any depth. However, nutrition education posters were observed in classrooms and kitchens in many of the schools visited. It was also found that learners could understand and discuss nutrition issues appropriate to their age in the focus groups held in each of the schools visited. Where schools had a food garden it was reported that classes included skills building in relation to food production.

1.5.1.13 Monitoring and evaluation

The National Treasury is mandated to monitor the programme in the following ways (National Treasury 2005):

- Provinces must report quarterly in terms of progress indicators.
- Monitoring visits by the national Departments of Education and Health must report on nutrition quality, quantity and food safety.
- Periodic assessments are to be commissioned by the national department

The NSNP finances and implementation are monitored based on the Conditional Grant Framework through reports from the schools and monitoring visits conducted by district, provincial and national DBE-NSNP officials, using standardized tools. Monitoring visits from both national and provincial level were a source of debate during the validation workshops. District NSNP staff are tasked with doing monitoring visits to the schools, but due to the high number of schools in each district this may be as infrequent as once per year per school. In the Eastern Cape there is a problem of inadequate transport for the monitors to travel to the schools. Principals reported having more district staff than provincial staff visiting and that these are not on a regular basis.

The NSNP at provincial level is evaluated annually through provincial and district reviews, augmented by annual audits which cover all aspects of the programme. National staff members do some school visits in collaboration with the provincial and district staff where there are major problems to be tackled or specific projects or campaigns are being launched.

The DBE has contracted district based staff members (monitors/fieldworkers who are matriculants) who regularly monitor the implementation of the NSNP, and deal with complaints from the schools. The few monitoring reports reviewed during the fieldwork have revealed that not all schools are compliant with the menu options, food safety standards and the recommended meal serving times.

Monitoring activities at the school level are mainly undertaken by the nutrition coordinator and these include daily quality control activities (tasting the meal served to the learners), checking the deliveries by the supplier in terms of quantities, quality (no expired goods), and correct invoicing. The co-ordinator completes the standardised monthly report on the numbers of learners benefitting from the meals on a daily basis per grade (See Monitoring Tool in Appendix V). The required financial monthly reports, and invoices (centralised model), are completed and sent to the district office.

The DBE annually conducts Annual National Assessments (ANA) which is standardized to test learners for languages and mathematics proficiency in Grade 4 - 6 and 9 learners. Among the younger learners ANA tests are conducted in Grade 1-3 on literacy and numeracy. Grades 1 – 6 are tested but ANA focuses on results for grades 3, 6 and 9. Since these tests are conducted annually and are done in all schools, the DBE hopes to correlate information obtained on learner performance with the availability of school meals in

order to assess the impact of the meals on learning (Department of Basic Education Personal Communication, 2012).

There have been no studies on the NSNP that have measured its impact in terms of academic achievement improvements, nutritional status of learners, or poverty relief.

1.5.2 Legal and Policy Framework

In this standard there are three indicators to be assessed – existence of national-level poverty reduction strategy or equivalent national strategy that identifies school feeding as an education intervention, a social protection intervention, or both; the existence of sectoral policies and strategies that identify school feeding as an education or social protection intervention (education sector plan, social protection policy); and the existence of a specific strategy related to school feeding or school health and nutrition that specifies the objectives, rationale, scope, design, and funding of the program.

1.5.2.1 International statutes and constitution

South Africa has ratified the Universal Declaration of Human Rights in which article 25 and 26 states that everyone has a right to health, adequate food and education. To cater for children specifically the country has also ratified the International Children's Rights Charter (ICRC) which states the same rights should be accorded to children.

South Africa, in its constitution also clearly articulates that every South African has the right to access education, health and quality food, as much as the state has the resources available (State Constitution, 1998). To ensure that all these rights are met, the South African government developed the school nutrition programme which is provided through the education system with a health, education and poverty alleviation agenda.

1.5.2.2 National education policy and South African Schools Act

The right to education is further elaborated in the National Educational Policy Act 27 of 1996 and the South African Schools Act 84 of 1996 (Department of Education, 1996). In the Schools Act, the state has the responsibility to provide equitable funding to schools. These equitable funds enable the day to day maintenance of schools, paying of educators and may supplement the NSNP when there is need.

A Cabinet Resolution of 2002 resulted in the Department of Basic Education taking responsibility for the implementation of the school feeding programme. The resolution states that people have the right to sufficient food and water. In line with this resolution learners should receive a minimum of four cooked meals and one non-cooked meal per week but the DBE recommends that learners be given five cooked meals (Department of Basic Education, 2004; Public Service Commission, 2008). The Cabinet Resolution also states that Grade R learners (year before Grade 1) should be included where they are on the same premises as primary school learners.

1.5.2.3 Conditional grant framework

The policy document that guides the implementation of the NSNP is known as the Conditional Grant Framework (CGF). This states that the NSNP is a poverty alleviation and educational programme legislated by the Division of Revenue Act (Act 5 of 2004) (National Treasury, 2005). It is within the CGF that the Department of Basic Education is stated as the chief custodian of the programme, hence the recipient of the NSNP conditional grant (Department of Basic Education, 2012).

The CGF is updated annually to reflect the principles and procedures of implementing the NSNP as well as the budget allocation per learner. The CGF states the goal, objectives and purpose of the NSNP fund. It also articulates the minimum requirements and standards that provinces, districts and schools need to abide by in implementing the NSNP. In the CGF, enhanced learning capacity and improved access to education are identified as the critical outcomes of this programme. The CGF defines the roles and responsibilities of national DBE and provincial departments in terms of the NSNP. It further gives direction

on menu items, amount to spend per learner per meal in primary and secondary schools, the volunteer stipends and serving times (see *Appendix II*).

Table 7 is a small section taken from the CGF for illustrative purposes. It details the responsibilities of the national and provincial DBE offices.

Table 7: Responsibilities of national and provincial departments

Responsibilities of the National and Provincial Departments	Responsibilities of the national department <ul style="list-style-type: none"> • Develop and submit approved national business plans to National Treasury • Evaluate, approve and submit provincial business plans to National Treasury • Manage, monitor and support programme implementation in provinces • Ensure compliance with reporting requirements and NSNP guidelines • Consolidate and submit quarterly performance reports to National Treasury within 45 days after the end of each quarter • Evaluate performance of the conditional grant and submit an evaluation report to National Treasury annually by 31 July
	Responsibilities of the provincial departments <ul style="list-style-type: none"> • Develop and submit approved business plans to DBE • Monitor and provide support to districts/regions/APOs and schools • Manage and implement the programme in line with the Division of Revenue Act (DoRA) and the Public Finance Management Act (PFMA) • Develop a Monitoring and Evaluation Plan • Provide human resource capacity at all relevant levels • Evaluate the performance of the conditional grant annually and submit evaluation reports to the DBE by 31 May • Submit approved quarterly financial and performance reports to DBE after the end of each quarter • Provinces that are transferring funds to schools are required to reconcile expenditure by schools against budget transfers on a quarterly basis. Reports on actual expenditure should be submitted a month after the quarter being reported upon

Both provinces visited for this case study had developed their own concept documents (proxy policies) of how the programme should be implemented in their province. These concept documents have fundamental principles from the Conditional Grant Framework and other key documents. At school level, one school in Eastern Cape and two schools in Mpumalanga had also developed their own expressions of the NSNP programme.

1.5.2.4 NSNP programme documents

The NSNP has a number of guidelines and documents for programme implementation. Table 8 outlines some of the critical documents, which are available on the DBE website (www.education.gov.za). Schools visited did not have these guidelines except the “Blue Book” but there are circulars which keep all schools informed on NSNP regulations and standards.

Table 8: NSNP guideline documents

Component of the Programme	Document Title
Whole programme	<ul style="list-style-type: none"> ▪ National School Nutrition Programme Implementation and Reporting Manual “Blue Book” (2004) ▪ National School Nutrition Programme: A guide to Secondary Schools (2009)
Food (meal) provision	<ul style="list-style-type: none"> ▪ The National School Nutrition Programme Safety Directory (no date)

	<ul style="list-style-type: none"> ▪ Mnandi For Sure: A recipe book for the National School Nutrition Programme (no date). ▪ Approved 2010/11 Provincial Menu's (2010e) ▪ Equipment and Utensils Guideline for the National School Nutrition Programme (2011b)
Nutrition Education	<ul style="list-style-type: none"> ▪ National School Nutrition Programme Nutrition Education Strategy (no date)
Sustainable Food Production in Schools	<ul style="list-style-type: none"> ▪ Horticulture manual for Schools – A guide to establish and sustain food gardens (no date)

1.5.2.5 Nutrition related policy in other sectors

1.5.2.6 Department of Health

The Integrated Nutrition Programme was launched in 1998 with various programmes targeting mainly children under six and pregnant women. A policy guideline for youth and adolescent health released in 2001 by the Department of Health made specific reference to various nutrition interventions including fortification of staple foods, food supplementation to malnourished children, providing information in the school curriculum, counselling, nutrition surveillance and growth monitoring. In addition National Nutrition Week is held every year in October and is linked to World Food Day. The Department of Health has always had nutrition programmes targeting vulnerable groups but recently there has been a revision of the role of nutrition programmes and they have been incorporated into the new strategic plan for maternal, newborn, child and women's health (Department of Health, 2012b). The plan specifically mentions the provision of community-based campaigns including deworming and Vitamin A supplementation services, as well as the strengthening of school health services through provision of a comprehensive and integrated school health programme.

The National School Health Policy and Implementation Guidelines document of 2002 was recently revised (Departments of Health and Basic Education , 2012). The revised document acknowledges the weak implementation of school health services over the past years and aims to increase the resources allocated to the new strategies.

The very recently launched Integrated School Health Policy of 2012, which in itself functions within a clearly outlined legislative framework, is influenced by numerous existing health policies and programmes, has several nutrition-related aspects. It is a joint policy by the DoH and the DBE. The school health service package includes some specific services and some aspects that should be integrated into the school curriculum (Department of Health, 2012a). The services include annual screening of grade 1 learners for any sensory problems, growth problems (anthropometric measurements), oral health, and any chronic conditions or injuries. Any health-related problems should be referred to the nearest primary health care service. There are many broad aspects of health promotion that should be part of the curriculum to enhance life skills and reduce risky behaviour by learners. The stated strategies include co-ordination and partnership building, capacity building and community participation.

Based on the data collected in this case study it seems that there is currently very little involvement of the DoH in screening of learners (sight, hearing, dental or nutritional), deworming treatment, or any health education activities.

1.5.2.7 Department of Social Development

A recent study identifies the positive developmental impact of the Child Support Grant (about US\$ 34 per month per child under 18 years old) in promoting nutritional, educational and health outcomes in over 10 million recipients in the country. It was found that early receipt significantly strengthens a number of these important impacts, providing an investment in people that reduces multiple dimension indicators of poverty, promotes better gender outcomes and reduces inequality. The study also finds that adolescents receiving

the Child Support Grant are more likely to have some positive educational outcomes (Department of Social Development, SASSA & UNICEF, 2012).

1.5.2.8 Department of Agriculture, Forestry and Fisheries

Policies have been developed to address the food security concerns in South Africa that seem to be worsening in the wake of high unemployment rates and the continuing rise in the number of orphans. These policies include the Integrated Food Security Strategy (IFSS) of 2002 (Department of Agriculture, 2002), the Food Security Policy of the Republic of South Africa (Department of Agriculture, Forestry and Fisheries, 2012a), and the Zero Hunger Framework (Department of Agriculture, Forestry and Fisheries 2012b).

The vision of the IFSS is “to attain universal physical, social and economic access to sufficient, safe and nutritious food by all South Africans at all times to meet their dietary and food preferences for an active and healthy life.” IFSS is a very comprehensive policy document and defines the broad food security policy agenda in the country, however, it does not include explicit small holder linkages with the school feeding scheme (Singh, 2012).

The IFSS has five broad pillars:

- Production and trading;
- Income opportunities;
- Nutrition and food safety;
- Safety nets and food emergency; and
- Information and communication.

All these policies repeatedly state the role that the State has to play to ensure food security including assisting small scale farmers to access credit facilities and market their products. The policies also define the role that other departments can take up to ensure food security for all South African citizens, including vulnerable children.

The Zero Hunger Programme, modelled on the Brazilian system, aims to improve food production capacity of households and poorly resourced farmers in order to improve the nutritional security of citizens and essentially to operationalise the IFSS (Singh, 2012).

The strategic objectives of the Zero-Hunger framework are to:

- i) Ensure **access to food** by the poor and vulnerable members of our society
- ii) Improve **food production** capacity of households and poor resource farmers.
- iii) Improve **nutrition security** of the citizens.
- iv) Develop **market channels** through bulk government procurement of food linked to the emerging agricultural sector.
- v) Fostering **partnerships** with relevant stakeholders within the food supply chain.

The Zero Hunger programme combines short-term responses to emergency situations with medium- and long-term responses that help create the necessary conditions for people to improve their food security. Specifically the programme plans to target 20 highly-deprived municipalities in the Eastern Cape, KwaZulu-Natal, Limpopo and the North West provinces. One of the policies mooted by this programme is that hospitals, schools and universities be encouraged to buy produce from small-scale farmers (Department of Agriculture, Forestry and Fisheries, 2012b). It seems that the municipal level programmes are still being introduced therefore there is no concrete implementation as yet.

1.5.3 Institutional capacity and coordination

In this standard the indicators to be assessed are, whether there is a national institution mandated with implementation of school feeding; if there is a specific unit in charge of the overall management of school feeding within the lead institution at the central level and if that unit has sufficient staff, resources and knowledge; if there is an intersectoral coordination mechanism in place that is operational and involves all stakeholders and partners of the institution; if there are adequate staff and resources for oversight at the regional level; if there are adequate staff and resources for design and implementation at the district level; and if there are adequate staff, resources, and infrastructure for implementation at school level.

1.5.3.1 National Directorate

The role of the specific directorate in the DBE is to mobilize resources for the NSNP and currently it has funding from the Conditional Grant Framework. It is the mandate of the DBE to plan for the cost-effective and efficient use of the conditional grant and account for the money spent on the NSNP. The DBE is responsible for developing necessary guidelines and policy with regard to overall management and targeting of schools and learners. The DBE has developed the Education Management Information System (EMIS) to capture all information about the school enrolment and any statistics on schools. The statistics of the learners reached through the NSNP are also captured and recorded in the EMIS. In each province there is a designated EMIS specialist who updates and collates information for reporting.

1.5.3.2 Structure and roles in the NSNP

The DBE has a unit whose mandate is to implement the NSNP. The composition of the unit is as presented below in Figure 6. The team is led by a director at national level. When the programme implementation began the national NSNP unit had limited team members to implement the programme effectively, however, in 2011/12 the DBE increased its human resource base to 19 members led by a director, 3 deputy directors and 4 chief education specialists, supported by 7 assistant directors and senior administration officers. These changes are also reflected at provincial and district level, with a major highlight being the appointment of one assistant director in each province to manage the Sustainable Food Production in Schools. The programme has full-time, contract, and voluntary workers (receiving stipend).

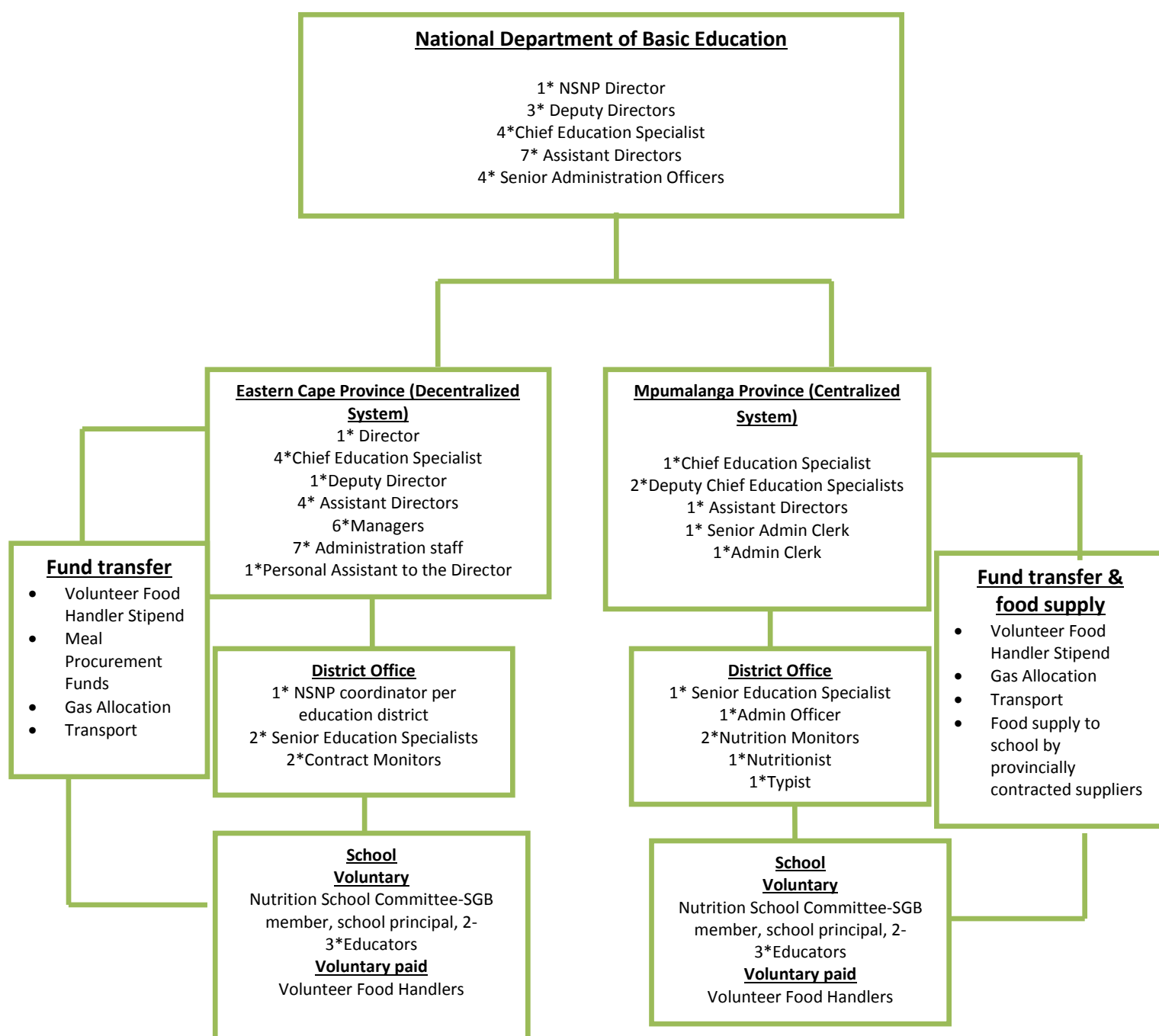


Figure 6 The NSNP organogram of DBE at national, provincial, district and school levels

Source: Department of Basic Education Personal Communication, 2012

1.5.3.3 Provincial and district NSNP structure

At provincial and district level the following roles and duties are stipulated in the NSNP implementing guidelines and are presented in Table 9.

Table 9: Role of NSNP officials at provincial & district level

Designation	Role
Coordinator	Head of the NSNP office and in charge at the Province
District officer	Head of District Office
Circuit officer	Head of Circuit Office (A district is divided into various circuits). Responsible for those schools falling in that particular circuit
Fieldworker	Visiting schools- monitoring/evaluating situations at schools falling in her district
Senior Admin Officer	In charge of the Admin Office. He/she has sub-ordinates under his control. Signing of the claims after being compiled and checked by the Admin. Clerk
Admin. Clerk (District)	General Admin functions Answering telephonic & Verbal complaints from schools Updating of database Preparing the claim received from the service provider – (reconciling the invoices against the Delivery note)
Admin. Clerk (Provincial)	Preparing the claim for payment.

Sources: Department of Basic Education (2004) and through Personal Communication, 2012

1.5.3.4 School NSNP structure

The guide for NSNP implementation stipulates that each school should form a nutrition committee. The nutrition committee comprises of the school principal, an educator responsible at school level for NSNP known as the nutrition coordinator, SGB members, food handlers, the gardener (if there is) and a member of the School Management Team. The principal is ultimately responsible for the NSNP implementation at school level. The school principal should also appoint the educator who is responsible for NSNP implementation.

The educators are not compelled to participate in the NSNP. In the South African School Act 84 of 1996, Employment of Educators Act 76 of 1998, and the Code of Ethics of the SACE Act of 1998, the participation is considered to be an extra-mural activity (Department of Basic Education, 2004). An appointed educator thus has a right to decline appointment for NSNP. However, in the six schools visited no educators had actually refused responsibility in this programme even if there is no payment or incentive for the role they play. Of note was that some educators did state that the role of the NSNP required a lot of attention and at times interfered with their core academic duties. As such they were recommending for the NSNP to sponsor a post at every school of an administrative level worker to take over this role.

The SGB has the role of identifying suitable volunteer food handlers and providing any necessary support in procurement and monitoring of the NSNP. Once the volunteer food handlers are appointed, they get trained on how to prepare and serve the meals to learners. The menu provides guidance on the food that the food handlers should prepare and the portions that should be served daily (see Provincial Menus in Appendix I). Each volunteer food handler signs a contract with the school and receives a monthly stipend for their duties. The work done by volunteer food handlers is supervised by the nutrition coordinator.

1.5.3.5 Capacity building

There are many training workshops held by the national and provincial DBE on topics related to the implementation of the NSNP. The participants range from principals and teachers to food handlers and SGB members, depending on the topic. It was reported in 2011 that workshops were held on: meal planning and preparation, food and gas safety; financial management; hygiene and environmental health; managing the decentralised procurement system. Sometimes community members are also included in workshops related to sustainable food production and healthy eating habits (Department of Basic Education, 2011a).

1.5.3.6 Inter-sectoral collaboration

Although the DBE is the custodian of the programme at present, successful implementation of any school feeding programme requires collaboration with other key stakeholders such as Departments of Health, Social Development and Agriculture as well as Non-Government Organisations. Based on interviews with key informants the following was established: At provincial, district and school level there are committees which are supposed to initiate collaboration with stakeholders. In different provinces, these committees are

known by different names such as the Integrated Nutrition Committee, National/Provincial Food Security Forum, District Food Security Committees, Local Food Security Action Groups, Food Security Committee or even Poverty Alleviation Committee. These names are inspired by the policy that mandates the existence of the committee – The Integrated Food Security Strategy of South Africa. In the committee, there should be representatives from Departments of Health, Social Development and Agriculture and other members of civil society. If the committees exist at community level, the DBE need not establish other committees, but rather ensure that the NSNP agenda is mainstreamed into the committee's agenda.

In the provinces the role played by the DAFF was identified by provincial coordinators as being to provide seeds and help in terms of the sustainable food production in schools. In the Eastern Cape, there was mention of an Integrated Food Nutrition Task Team, and the task team has an informal agreement on their roles and why they exist. However, this task team has not had many meetings. Provincial DBE coordinators stated that previously there was a Food Security task team but at present there is none. These task teams comprised of the DAFF, DSD, DoH and DBE. During the study there was little evidence of collaboration among sectors at district and provincial level as shown by the absence of other stakeholders in all inception meetings and two of the three validation meetings.

At school level DAFF was noted as providing seed and equipment for gardening in both provinces and DoH providing erratic screening visits. The relationship with DoH may improve with the recent launch of the Integrated School Health Policy. If this policy is fully implemented it may also create a forum for NSNP to be discussed, as it recommends that inter-sectoral task teams should be formulated.

1.5.4 Financing and planning

In this standard, we assessed two indicators – that the school feeding programme is institutionalized within the national planning and budgeting process, and that there is a budget line for school feeding and national funds from the government or from donors that cover the needs of the program regularly.

In arrangements made with the National Treasury the NSNP is funded annually via a Conditional Grant. The Grant is allocated to provinces according to the Division of Revenue Act (DORA) as well as other guidelines of fund management, disbursement and usage. These funds are expected to continue uninterrupted for at least 10 more years (Department of Basic Education, 2011 and 2012).

The budget is developed nationally starting 3 years in advance and is based on an official number of actual Grade R, primary and secondary school learners in Quintiles 1-3 in each province, during the preceding year, and the cost per meal. For each year, a rand amount per learner per day is calculated and stated. Based on the EMIS data showing the number of learners enrolled in schools, the provincial DBE receives funds for the programme. An additional 5% is included for capital expenditure and 0.5% for promotional activities. Subsequently, provinces may request a revision if they find that, 2-3 years later, the numbers of learners have changed. In a previous period (2008) when there was an unanticipated increase in food inflation, the National Treasury was sympathetic to the request for additional funding (Department of Basic Education, personal communication). The condition for a province to receive its allocation from the Conditional Grant is the submission of a provincially approved (signed by Head of Department) business plan that meets all requirements to make it a legal plan in the DBE and fulfils all conditions associated with budgeting and financial management by a public entity as directed in the Public Finance Management Act.

According to the Division of Revenue Act, Act 5 of 2004, the conditions of the grant are (National Treasury 2005):

- Provincial business plans which focus on outputs must be submitted and approved by the national accounting officer before the transfer of the first instalment. The grant must be accounted for separately from other funds transferred to the department.
- Provinces must comply with the targeting criteria and minimum norms and standards as determined by the Cabinet decision of 23/01/2002 and implementation guidelines of the national department with regard to approved menus, nutrition quality and quantity and food safety.

- Measurable objectives as outlined in the Division of Revenue Act must be achieved.

As shown in Table 10 there has been a steady increase in the funding allocated to the NSNP and coverage to include secondary schools. The number of service providers, cooperatives and SMMEs contracted to supply the food, and the number of VFHs receiving honoraria, are an indication of the financial flows to district level.

The Conditional Grant Framework of 2012/13 states that the NSNP funding per feeding day should be R2.56 (US\$0.32) per primary school learner and R3.46 (US\$0.43) per secondary school learner inclusive of food components, cooking fuel, transport and food handler stipend (The Conditional Grant Framework, 2012/13). The provinces guide schools as to the breakdown of the funds for these components with R720 being the advised amount for VFH per month in 2012.

It is stressed that these “costs per child per day” are not the economic costs. They are actually ex-budget (operational budget) expenditures per child. They do not include capital costs for storage, preparation, cooking, serving and eating equipment or for gardening equipment. They also do not include the opportunity costs of educators and community members. Finally, these costs do not include the value of any donated items, foodstuffs or services.

Table 10: Resources related to the NSNP implementation in 2008-2010

Resources related to NSNP	2008/9	2009/10	2010/11Total
Estimated budget allocated to provinces	R1.5 billion (US\$187.5million)	R2.7 billion (US\$337.5million)	R3.7 billion (US\$462.5million)
No. of feeding days	187 (range 167-198)	191 (range 180-198)	182 (range 165-195)
No. of primary schools	18 334	18 384	17 315
No. of secondary schools	0	1 961	3 500
No. of primary school learners	6 359 901	6 181 574	6 536 744
No. of secondary school learners	0	943 699	1 745 183
No. of service providers contracted	3 386	2362	2684
No. of community based cooperatives contracted	1 198	203	226
No. of community based SMMEs contracted	2 134	2 112	2 684
No. of fulltime officials employed	433	439	475
No. of NSNP allocated vacancies funded	313	317	335
No. of contracted posts	78	108	108
No. of food handlers (honorarium)	32 904	39 716	42 837
VFH Honorarium per month	R420.00	R522.00	R600.00
No. of vegetable gardens	6 503	5 868	3 994
Unit cost per learner –Primary	R1.40 (R0.89-R1.69)	R1.85 (R1.25-R2.35)	R2.21 (R1.90-R2.35)
Unit cost per learner –Secondary	n/a	R2.19 (R1.65-R2.35)	R3.08 (R2.50-R3.80)
Learners per food handler	-	143 - 304	149 – 243

Sources: Department of Basic Education National School Nutrition Programme Annual Reports 2008/9, 2009/10 and 2010/11

In Figure 7, the percentage increase in the NSNP expenditure is presented. Between 2008 and 2010, there was a 54% increase in the budget due to food price hikes and the change of meals from cold uncooked meals to hot meals.

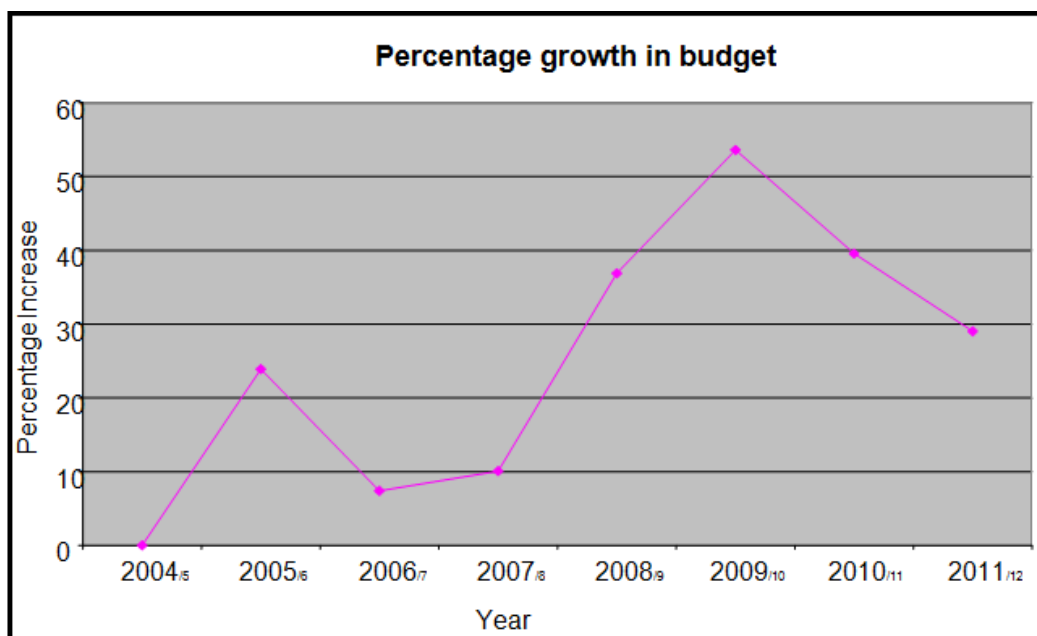


Figure 7: Percentage increase in NSNP expenditure 2004 - 2011

Allocations per province vary due to the different numbers of learners included in the targeted schools. The range is from R1.15 billion in KwaZulu-Natal to R113 million for the Northern Cape, with the total allocation for 2012/2013 being R4.9 billion (USD\$612.5million) (Table 11.)

Table 11: Provincial allocation of budget and number of learners for 2012/13

Province	Allocation (R'000)	Number of learners targeted
TOTAL	4 906 464	8 821 392
Northern Cape	113 136	185 466
Western Cape	244 784	417 262
Free State	261 367	514 523
North-West	329 301	578 072
Mpumalanga	474 560	834 747
Gauteng	548 690	1 006 302
Limpopo	879 338	1 563 994
Eastern Cape	903 644	1 589 104
Kwazulu-Natal	1 151 644	417 262

Source: WFP Questionnaire (2012c).

In Mpumalanga, the province then transfers funds for the volunteer food handlers' stipends and gas into the school account and in Eastern Cape all the funds are transferred into the school account except the administration costs. Although the funds are transferred to the schools in Eastern Cape in one lump-sum each quarter, there is a directive given to the school on how much they should spend per line-item – procuring food, transportation, food handlers' stipends and gas.

1.5.5 Community participation

According to Bundy et al (2009), a school feeding programme should have strong community participation and ownership by teachers, parents and children. The programme should show that the community has been involved in the design and in implementation of the programme, and that the community contributes (to the extent possible) resources (cash, in-kind) to the programme.

Since the beginning of the school nutrition programme in 1994, community participation has been identified as a key cornerstone for the implementation of the programme. However, until 2004 community members

had a limited role in reality. Even in 2004, when the school nutrition programme was moved to the DBE, the role of community members in programme design was not clearly scoped. However, the school structures and education systems already had defined roles for community members in the South African Schools Act, which made it possible to include parents of learners in key decision making roles (through the SGB) and in implementation as Volunteer Food Handlers (VFHs).

Community participation is embodied in the South African School Act 84 of 1996 in which parents are encouraged to render voluntary services to the school and also may choose to participate in decision making roles through being part of the School Governing Bodies (SGB) (Department of Basic Education, 2004). In the NSNP, parents and community members can be involved as part of the SGB and as VFHs. In some provinces, such as Eastern Cape, parents contribute firewood for cooking, while in other provinces, schools are provided with funds to procure fuel (gas or firewood). In Eastern Cape, the community members were paid for the firewood. Some concern was expressed about the safety of VFHs when they travel and arrive at the schools early in the morning to begin preparation. It was also noted that VFHs leave their position if they are able to get a better paid job elsewhere.

1.5.5.1 School governing bodies (SGBs)

According to the School Act, 1996, the education system is de-centralized to the level of provinces and provincial legislatures are free to enact their own legislation for school education. Schools are managed in a democratic system through school governing bodies; one or more schools can be under a single governing body. Sec. 21 of the Act provides for devolution of enumerated functions to the governing body provided an application is made to the education department and approved. Each provincial education department is required to develop a "section 21 list" of schools that have been allocated functions and may carry out their own procurements in this manner, and a list of schools that are not yet section 21 schools (Sec. 108). School governing bodies that are on the section 21 list may deal directly with suppliers and contractors for the relevant budgeted items in accordance with standard procurement procedures.

The SGB is a body that governs the management of a school. The SGB is composed of the school principal, elected members who are parents, educators, other staff members and learners who are in grade 8 and above. It can also include members of the community who are co-opted but do not have a right to vote. The majority of the SGB members are parents. The SGB is responsible for the finances of the school and procures textbooks, educational material and equipment for the school. The role of the SGB in the NSNP is clearer in a decentralized model where they can procure menu items, equipment and assist in appointing the VFHs. The SGB accounts for the monetary usage in the NSNP, thus assisting in having more people monitor the NSNP implementation at school level (Department of Basic Education, Personal Communication).

1.5.5.2 Volunteer food handlers (VFHs)

The VFHs are usually parents of learners in participating schools who are selected or appointed to do the preparation and serving of meals for learners on feeding days. Formal appointment of VFHs is done by schools in consultation with the SGB. The VFHs are paid a stipend which is predetermined by the DBE and documented in the Conditional Grant Framework. In 2012 the allocation from national DBE for VFHs was R720 per month (approximately USD\$80), however, the amount actually paid to VFHs varies due to top-ups from other school funding sources. The stipend is reviewed annually. On average there is one VFH per 200 learners (1:200). If the school has less than 250 children then the ratio should be one food handler per 120 learners (1:120) as stipulated in the Conditional Grant Framework. In two schools visited in Mpumalanga, the VFHs receive more than R720 stipend, however, this is not from NSNP funds. In Eastern Cape none of the VFHs were receiving more than R720 per month.

Concerns were raised during the school visits that the ratio of VFHs to learners is not appropriate for the preparation of the cooked meal and it was proposed that the ratio should be revised downward to make the job more manageable.

1.6 National level SWOT Analysis

In this section we present the strengths, weaknesses, opportunities and threats (SWOT) of the NSNP from the validation workshop held with the national DBE officials.

The SWOT analysis presented below is based on the perspectives of national DBE staff who lead the NSNP policy development, budget planning and implementation across the provinces.

<p>Strengths</p> <ul style="list-style-type: none"> • Continual improvement - the plate served to a learner changed from biscuit or bread to a cooked meal with all three food groups. • Programme is functional in all 9 provinces. • Qualified and skilled human resource based at national DBE; hence there is very little need for outsourcing to consultants. • Dedicated financial and human resources for the NSNP at provincial and district level. • Close collaboration with other stakeholders such as DAFF, DoH, DSD, private organizations. • Information gathering and documentation of the programme is done rigorously at national level. • Provinces learn from each other's experiences in implementing the programme. • Wide human resource base for monitoring the programme. • The meals are supplemented through "home-produced" crops in some communities with a decentralized procurement system. • Learners can engage in "Garden-based learning" in schools with school gardens. • There are teaching materials that support the curriculum on nutrition education. • Nutrition education links the meal provision and the sustainable food production. • Each province develops a business plan each year; this business plan enables monitoring of the programme. • There are school level committees that also monitor the NSNP. • NSNP has created a number of jobs and this has a ripple (multiplier) effect, for example employing a food handler increases their household income which decreases food insecurity. 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Little public advocacy and awareness on the NSNP, for example many people still believe the food served is a "peanut butter sandwich". • The NSNP is corruption prone, since there are huge sums of money involved for procurement regardless of it being a centralized or decentralized model. • There are no mechanisms in place for quality assurance on the food served. • Provinces sometimes deviate from business plans during implementation. • Loss of valuable information in collation and reporting to national level from provinces and districts. • Occasional non-delivery resulting in learners not being fed. • Cumbersome paperwork in the decentralized model. Although this paperwork is meant to increase accountability and self-protection during audits it tends to overwhelm those working in the programme. • Although there are a number of materials produced on the NSNP, there is poor dissemination of information and materials to provinces, districts and schools.
<p>Opportunities</p> <ul style="list-style-type: none"> • NSNP has adaptable funding through the Conditional Grant and strong political support for the NSNP implementation. • Partner organizations also assist in monitoring the programme e.g. Lwazi 2 project –piloting a toll-free line through which complaints and whistle blowing may be made. • Tertiary education institutions are available in 	<p>Threats</p> <ul style="list-style-type: none"> • Sustainability of the food production component of the NSNP is questionable as the programme has "no dedicated drivers". • Lack of skills among the NSNP provincial and district monitors. • Political support is potentially fragile as the provinces have considerable autonomy. • Budget cuts may compromise the NSNP

<p>training and monitoring of the NSNP.</p> <ul style="list-style-type: none"> • There is need for research so that the NSNP can have a wider evidence base on which to justify the implementation especially on the value for money, the impact of the programme, the cost efficiency of selecting either the centralized or decentralized model. • There are a number of stakeholders who are involved including NGO's and other government departments. <p>Linkages with other poverty alleviation strategies could strengthen the programme</p>	<p>implementation.</p>
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2 Eastern Cape report



Figure 8: Map of Eastern Cape Province

Source: www.rainbownation.com

2.1 Provincial context

Eastern Cape is the second largest province in terms of area in South Africa covering 168 966km² (Statistics South Africa, 2012a) and is also one of the poorest. The province has a population of 6 562 053 persons which is 12.7% of the South African population (Statistics South Africa, 2012a). A tenth (10.5%) of the population aged 20 and above in Eastern Cape has no education. Eastern Cape has an unemployment rate of 28.6 in the second quarter of 2012 (Statistics South Africa, 2012b).

An external evaluation done in 2007 revealed that there were record keeping and delivery problems within the school feeding programme due to poor quality of food, non delivery on some days, late payments to suppliers and food handlers, and fraud taking place within the centralised procurement system. At this stage the provincial DBE office was planning to change to the decentralised system and improve the monitoring and accountability systems. There was progress with schools establishing food gardens with up to 49% having active food gardens. (Department of Basic Education & UNICEF, 2008b).

In 2011 there were 1 910 265 learners in 5 589 public schools (EMIS, 2011). Of these, 1 689 470 (88.4%) learners in 4680 schools were fed through the NSNP (1 531 550 Primary School learners and 157 920 Secondary School learners). The number of Grade R learners is not specified, but is included in the primary school figures. The Provincial NSNP coordinators submit their plan of action, known as a business plan, to the national DBE office annually. The business plan is a detailed MS excel document that states all budgetary items.

2.2 Case study findings

2.2.1 Sound design and effective implementation

In Eastern Cape, six schools were visited in one district, King William's Town district, in order to interview stakeholders and observe the environment and meal preparation. Within the district six schools were purposively selected across the different land use patterns and the distribution is shown in Table 12 (two

were rural, two urban and two were farm). Table 12 further shows the number of learners in the schools visited, and food handlers in those respective schools. The six schools were visited in order to interview stakeholders and observe the environment and meal preparation.

Table 12: Sample of schools visited for the Case Study in Eastern Cape

Sector	Type of School	Number of Learners enrolled	Number of VFHs	Ratio of VFH: Learner
Urban	Urban 1	341	2	1:171
	Urban 2	255	2	1:127
Rural	Rural 1	441	3	1:147
	Rural 2	246	2	1:123
Farm	Farm 1	218	1	1:218
	Farm 2	305	2	1:153

Targeting

Once a school is categorised as quintile 1 to 3 by the provincial DBE the school receives funds for NSNP enabling the provision of meals to all learners. Since the quintile system prioritises schools that are poorly resourced and situated in poor communities the food insecure areas should be included. Some concern was expressed that some needy learners attend quintile 4 & 5 schools and therefore don't benefit from school feeding.

Food modalities and food basket

All schools receiving funds for the NSNP in Eastern Cape provide a cooked mid-morning meal to all learners. Learners may choose to opt out of a given meal on any day and still return on another day as they are budgeted for constantly. None of the schools visited were providing a take home meal and based on the provincial validation workshop, there are no schools which provide take home rations.

The provincial coordinators, in consultation with national DBE, define culturally acceptable menus for schools. In order to ensure that the dietary requirements are met the process of defining the menu is done in collaboration with DoH. The current menu for the Eastern Cape is displayed in all school kitchens including the quantities to be served (See Appendix I).

Food handlers and the nutrition educator are responsible for making sure that the menu is adhered to. In two of the three schools where observations of cooking were made adaptations were made to the menu –in one school a meal which should have been served on a Monday was served on a Wednesday because Monday had been a public holiday. Additional vegetables were served because the school was about to close for school holidays and the vegetables would not last through the holiday break. In the other school chicken portions were served with rice (Figure 9).

In three of the schools visited the school principals mentioned that they have cereal “morvite” (sorghum based instant cereal) which can be served to learners who are in most need as a breakfast. In one rural school, the principal revealed that they had been serving as many learners as possible needing the cereal, but when the numbers became unmanageable they required the child's adult carer to make a formal request for the child to receive the breakfast cereal. This cereal is being procured using NSNP funds. There is also a farm school which provides breakfast to all their learners in winter most likely because of the cold weather, but they do this using other funds from donations.

Figure 9: Adapted meal served with NSNP utensils



Utensils

Using NSNP funds, the district office has been buying utensils for learners to use during the mid-morning meal, but not all schools have received the utensils. In some schools funds were transferred directly to the school to buy the utensils as specified by the provincial office i.e. stainless steel plates, spoons and cups. Among the schools visited one school had not yet received nor bought the utensils and plates. Learners in that farm school were expected to bring their own utensils

from home. If learners forget their plate they have to wait until a friend finishes then borrow a plate or lunch box. The other farm school visited had purchased their own plates from other funds and were using them even though they were not of the quality recommended by the NSNP. The school had also received a batch of plates and spoons from the district. Although there is an NSNP Equipment and Utensils guideline, none of the schools produced a copy or mentioned it in the interviews.

Figure 10: Gas stoves in Eastern Cape



Equipment

All the schools visited had gas stoves (see Figure 10) but some also had electric stoves. There was one rural school which had a microwave and a stove received as a donation from the South African Police Services. Five of the six schools visited had refrigerators which they procured using other school funds, including money allocated for maintenance of the school. In a validation workshop, a provincial DBE official said that if schools made any “savings” based on the NSNP

funds, they were encouraged to buy labour saving devices.

During the provincial validation workshop concern was expressed about the safety of the use of gas since some schools have the cylinder inside the kitchen instead of outside. Also, there is no equipment maintenance plan to ensure stoves and fridges continue to function well.

Infrastructure

While all schools visited had a kitchen for the preparation of the daily meal and storage for the ingredients, not all the infrastructure was ideal. One of the urban schools visited had converted a classroom into a kitchen and mentioned that should the enrolment in the school increase they would require to use that room for teaching. In one rural school, a local cement company LaFarge, built a kitchen for the school. The kitchen is a self-contained unit which has a pantry as well (see Figure 11).

Figure 11: Volunteer food handlers in front of a kitchen built by Lafarge



A rural school had a container which was donated. The container is being used as a kitchen, however, the VFHs were complaining about working in the container because in hot weather the temperature in the container becomes unbearable.

For proper storage, schools were advised to keep food items on an elevated shelf and where possible in well-ventilated areas. Almost all schools visited had proper storage space either in the kitchen, in a pantry or a side-store room. There

was however, one school which did not have space in the kitchen and food was stored in the principal's office because of security concerns. This farm school has had burglaries before and the principal's office is the only room in the school fitted with an alarm.

Food preparation and hygiene

Food is prepared in the kitchen using mainly the gas stoves. Most VFHs said that on days when they prepare samp and beans, they prefer to cook on an open fire. This was seen as a way of saving gas and also as an efficient way of preparing the meal. A few learners were observed assisting in meal preparation in one rural school. This involvement of learners was explained as an occasional situation since the learners had finished their curriculum for the term and were about to have school holidays. Learners involved in meal preparation also received additional meals.

Volunteer food handlers prepare all the meals on the day that the meal is served. They start work as early as 06h30 daily, so that the learners can be fed by mid-morning. Besides meal preparation they also serve the meals and wash the pots and plates. Some dissatisfaction was expressed by the food handlers regarding the amount they receive as a monthly stipend which does not adequately compensate them for many hours of hard work on a daily basis.

Figure 12: Meals are served outdoors in a farm school at old desks



Place for having meals

Most schools serve their meals outside (see Figure 12) and only one school had a designated eating area consisting of an open space with desks for learners to sit and eat. When it rains the learners have their meals in classrooms. The nutrition coordinator supervises the meal provision.

Hand washing before meals

Most schools had water tanks however, no hand washing was observed in the three schools where feeding was observed. In one urban school when learners were asked in a focus group discussion if they usually washed their hands, they said that they did not because the tap was located next to the toilets hence they would “get germs” if they washed their hands.

Procurement

There are no contracting arrangements between schools and suppliers. The nutrition coordinators get three quotations every three months directly from suppliers and buy food from the supplier with the cheapest items. The school nutrition coordinator works closely with the person checking stock and they determine

what needs to be bought. The list is communicated to the rest of the nutrition committee members and food items are bought.

Most schools visited purchased food ingredients from a local wholesaler in King Williams Town. According to the owner of the wholesale supermarket some fresh produce is sourced from local vegetable farmers but others such as potatoes are bought from the Free State. The schools buy dry food ingredients monthly. These supplies are transported by a local community member to the school for a fee. The system of procuring is very reliable as there are never any delays in deliveries. For perishables arrangements are made to collect the food items from the supplier or get the food items delivered weekly. In some instances perishables are delivered on the day that the meal is served or the day before, but sometimes perishables such as fruit are delivered early in the week and only eaten late in the week when they have spoilt. This seems to be due to the timing of the fruit on the menu being later in the week.

There is an initiative at the University of Fort Hare in the Eastern Cape, called Agri Parks, which promotes local agricultural production and marketing. One project, established in the Alice and Idutwya areas, is procuring vegetables from small farmers and drying them to create a dried vegetable powder that can be used to make a soup or added to stews. One of the markets for the product is the local school feeding scheme, and the partnership between this project and the provincial NSNP office was mentioned in the provincial DBE meetings.

Figure 13: Garden in one school previously on 4H programme

Food gardens



Half of the schools had well managed food gardens while the other schools had no gardens at all. The schools with well-established gardens were working in collaboration with DAFF and had been part of food garden competitions. There was one rural school which had been part of the DAFF food garden competitions and part of the 4 H programme (Hands, Heart, Head and Health) (Figure 13). This programme apparently changed to a programme supported by Eco-schools. Food and

Trees for Africa had also made a donation of fruit trees to one school (Figure 14).

Figure 14: Fruit trees from Food & Trees for Africa



The main role of the vegetable garden was seen as being for teaching purposes. Learners and educators were involved in gardening. In the schools with the Eco-schools project, learners are allocated sections that they are responsible for as a class and compete against other classes. The gardens are supplementing the school meals to a very limited extent. Only two rural schools have gardeners who are local community members paid to do the gardening (not NSNP funds).

OVCs identification and support

Although at national and provincial level there was mention of a unit that is responsible for OVCs identification, at school level OVCs identification was not systematically done. There were schools (rural) who tried to identify the OVC and refer them to other places for assistance. One school was successfully referring to an NGO within the school yard for after-school-care which included the provision of a second meal at 14h00. Another school was struggling to link vulnerable learners with DSD, since DSD was not being very responsive.

Monitoring

The provincial and district officials monitor the funds through a standardized monitoring tool that schools submit monthly. Monitoring visits are conducted by provincial programme coordinators and district monitors. The school principals stated having received more frequent visits from district officials than from provincial programme coordinators. The number of visits conducted by the district officials to schools varied from once or twice per quarter to more frequent visits when schools were facing challenges. A farm school was facing a challenge in reporting on the funds spent on food items in the NSNP because the school also receives funds from other organizations. The monitoring tool indicated that the school was spending more than they were allocated through the NSNP and were serving meat portions not budgeted for in the Provincial Menu. The district officials therefore had to investigate and assist the school to complete the monthly report accurately based on the usage of NSNP funds only. The schools have a responsibility of keeping all copies of documents submitted to the district for accountability.

For effective monitoring the district office has been given laptops and 3G internet modems and bulk Short Message Service (SMS) vouchers so that they can communicate with the schools on a regular basis. District coordinators in their interviews indicated that monitoring activities are hampered by the lack of transport. External monitoring of the programme is done by the Auditor General on an annual basis to ascertain that the NSNP is delivered in line with the conditions of the grant. There are also annual audits and risk identification exercises that are done by Price Waterhouse Coopers in consultation with the Eastern Cape DBE.

2.2.2 Legal and Policy Framework

The schools receive circulars on a regular basis communicating the guidelines of the NSNP and addressing any anomalies in programme implementation. None of the schools had received a copy of the CGF because district officials stated that they were not sure how they would explain the discrepancies that are there between the rand value per learner in the CGF and the one finally transferred to the school. There are schools that have customized policies at school level, which were basically an expression of the NSNP programme implementation at school level.

2.2.3 Institutional capacity and coordination

Every school visited had a nutrition committee that meets at least once a month. Members of this committee include the principal, nutrition coordinator, two other educators, food handler(s), SGB member and at times an additional parent. The school principal is responsible for selecting the nutrition coordinator and having oversight of the programme. The involvement of most of the committee members is very limited resulting in the nutrition coordinator shouldering the burden of the supervision and procurement tasks. The roles of the nutrition coordinator include information management, stock control, monitoring meal quality and portion sizes. In interviews with both the school principals and educators, there was a recommendation echoed by more than one respondent that the NSNP should create an administrative post at each school for a person who will manage the NSNP. Provincial leaders were of the opinion that school principals need further training on financial management, especially for the NSNP. Capacity building workshops are held on an adhoc basis in the province on topics such as food and gas safety, financial management, hygiene and environmental health, meal planning and food production (Department of Basic Education, 2011a).

At school level, intersectoral collaboration varied greatly from school to school, but in general was poor. There was only one school which mentioned having regular meetings with a group of stakeholders from DSD, DAFF, police and DoH. There are currently poor school health services and no deworming programme is provided for learners.

2.2.4 Stable financing and planning

The transfer of funds to schools seems to take place consistently throughout the year as planned. It is the role of the district office to inform each school when the province has made a payment into the school

account. It was mentioned in the provincial meeting that most schools are managing the funds and accounting appropriately, but those schools that are not will possibly be transferred to a provincially managed system. There seems to be general satisfaction at school, district and provincial level that the decentralised model that has been in place for less than two years is better than the previous centralised model and that corruption is much reduced. It is more difficult for corrupt suppliers to manipulate the system since there are no large tenders to bid for.

2.2.5 Community participation

There is a widely acknowledged challenge of community participation in the NSNP in Eastern Cape, confirmed by provincial leaders during the validation workshop. Community members only participate as SGB members and VHFs and are not involved in programme design. The provincial leaders have started to identify forums through which they could mobilise community members to participate in their NSNP. Participation could be in the form of volunteering to assist with the food gardening, donating produce to supplement the NSNP provisions, or becoming a local supplier of some of the ingredients.

2.3 Eastern Cape SWOT Analysis

A SWOT analysis exercise was conducted in the provincial validation workshop after the researchers had presented their findings and points of clarification discussed. The table below summarises the main points raised by the provincial DBE staff across the 5 standards.

Sound Design & Effective Implementation	
Strengths	Weaknesses
<ul style="list-style-type: none"> • The development of annual provincial business plan is an interactive process not top-down. • The nutrient value in the food basket is balanced and diverse • There is flexibility in the menu to allow for schools to serve culturally acceptable meals and augment portions or contents. • The programme is targeting poor learners who are from the three lowest quintile schools. • Schools otherwise excluded from the NSNP are allowed to contest the quintile rank in order to be included • 88% of provinces learners are getting a hot meal daily on all school days. • Schools make “savings” that they use to finance other school activities such as winter school for Grade 12. • Supplementary learning materials for teaching nutrition education have been developed i.e. booklets and posters. • Monthly monitoring with a standardized tool from school to district-province-national reduces chances of corruption. 	<ul style="list-style-type: none"> • There are no direct efforts to target orphans and other vulnerable children through the school feeding programme. • The quintile ranking system used to select schools for the NSNP may result in needy learners being excluded if they attend quintile 4 or 5 schools. • Safety standards are not being adhered to in some schools in terms of cooking equipment i.e. have the gas and gas stoves in the same room. • No maintenance plans for the cooking equipment and infrastructure i.e. gas stoves. • Handwashing not done or not correctly adhered to.
Opportunities	Threats
<ul style="list-style-type: none"> • Procurement of fresh produce from local small holder farmers if productive. 	<ul style="list-style-type: none"> • Burden of the school feeding on the nutrition co-ordinator and food handlers may not be sustainable.

<ul style="list-style-type: none"> Targeting criteria are being revised. 	
Policy & Legislative Framework	
Strengths	Weaknesses
<ul style="list-style-type: none"> There is a policy developed specifically for the school nutrition programme called the Conditional Grant Framework. The Poverty Reduction Strategy identifies school feeding as a critical educational and poverty alleviation intervention. There are inter-sectoral strategies and policies that specify the school feeding intervention e.g. Zero Hunger Programme from DAFF & the Integrated School Health Programme from DoH. 	<ul style="list-style-type: none"> Implementers are not involved in the policy making process, only the national office and provincial office make policies.
Institutional Capacity & Coordination	
Strengths	Weaknesses
<ul style="list-style-type: none"> There are structures in place for the coordination of the programme at national, provincial, district and school level. Provincial officers are well trained to manage the programme. All the educators (nominated nutrition co-ordinator) were trained on the programme i.e. in terms of their role in managing the school feeding District coordinators have laptops, phones and modems to enable the monitoring of the school feeding programme. 	<ul style="list-style-type: none"> There is no general organogram for the provincial offices and district offices for the programme. Lack of linkages on school feeding with farmers. Monitoring & Evaluation of the programme is inconsistent and is hampered by unavailability of vehicles to transport monitors to schools. Limited coordination with other government departments. No training to implementers on aspects of programme implementation such as financial management.
Stable Financing & Planning	
Strengths	Weaknesses
<ul style="list-style-type: none"> There is a ring-fenced fund specifically for the school nutrition programme from a stable source of funds through the government grant. There is an accounting mechanism from school-district-province-national office. More than R3m is spent on school meals per day 	<ul style="list-style-type: none"> No system in place to resolve incidents of mismanagement of funds. There is no communication to schools on the breakdown in expenditure budgeted for.
Opportunities	Threats
<ul style="list-style-type: none"> Economic empowerment at a local level if supplies are procured more locally 	<ul style="list-style-type: none"> School uses one account for the programme and all other school activities.
Community Participation	
Strengths	Weaknesses

<ul style="list-style-type: none"> Indirectly contributing to income provision of local people through contract part-time work. Representation on nutrition committee 	<ul style="list-style-type: none"> There are few contributions in kind from the community No communication strategies in place to communicate with the community. School governing bodies are not as actively involved in programme as they could be.
Opportunities <ul style="list-style-type: none"> There are community “Imbizos” and government consultation meetings which can be used to inform the communities on the programme and how they can get involved. 	

2.4 Challenges identified in the Eastern Cape NSNP

Key concerns are presented based on the three critical programme areas of the NSNP as stated in the programme objectives.

Meal provision

1. The educators (especially the nutrition coordinator) are over-whelmed by the tasks of the NSNP, including procurement of food. Sometimes they have to compromise on their academic duties to ensure that learners receive the meals.
2. Education related to good hygiene practices such as hand washing by the learners before eating may not be taking place regularly, resulting in risk of disease transmission due to cross contamination of germs.
3. A few learners were observed assisting in meal preparation – this could be in conflict with their academic activities.
4. Training of VFHs is not regular therefore appointing new VFHs each year may not be very feasible.
5. Other key concerns included security, maintenance, and coordination and communication concerns. During the school visits, it was noted that the safety standards as presented in the NSNP Safety Directory are not being adhered to in some schools in terms of cooking equipment e.g. they have the gas and gas stoves in the same room. This is a major concern since gas is being used and gas is very flammable.
6. Another concern raised was the issue of maintenance – the schools implementing NSNP visited had no maintenance plans for the cooking equipment and infrastructure. In the documents reviewed, there was no mention of any maintenance plans either.
7. There is weak support for OVC in terms of providing additional food and ensuring they receive services from other sectors such as DSD and DoH.
8. There is little involvement of community members in programme design, management and implementation. DBE officials in the Eastern Cape also attested to the lack of coordinated systematic communication with the community resulting in limited community participation.
9. Monitoring and evaluation of the programme was also noted to be inconsistent. When DBE officials were confronted on this matter during the validation workshops they mentioned that monitoring and evaluation activities in their province were hampered by unavailability of vehicles to transport monitors to schools.
10. There is very limited procurement of food from small-scale farmers by the schools resulting in large shops and commercial farmers being the main beneficiaries from the large amounts spent on school feeding. One vegetable drying project linked to Fort Hare provides a limited market for local vegetable farmers and is a potential source of soup mix for schools.

Nutrition education

The methods used in this case study are not suitable to assess the nutrition education activities directly. Some learners in the focus group discussions seemed aware of basic nutritional messages. The schools had posters developed by DBE on the NSNP and these were observed in the kitchen area and the toilets.

Sustainable Food Production

1. The school food gardens vary in their level of development and offer limited opportunities for influencing sustainable food production in the local community.
2. There is also low local farmer involvement in supplying schools with perishables. It seems that local commercial farmers and wholesalers benefit from supplying the perishable and non-perishable items.
3. The support given to schools in terms of seedlings, tools and engagement by agencies outside the schools seems to vary across the province with some schools getting no support at all for food garden development.

3 Mpumalanga report



Figure 15: Map of Mpumalanga Province

Source: www.rainbownation.com

3.1 Provincial context

Mpumalanga is one of the nine provinces in South Africa. It has a population of 3 657 200 persons which comprises 7.2% of the South African population (Statistics South Africa, 2012a). The province is the second smallest province, after Gauteng, in terms of area with 76 495km² of land. The province has a very high unemployment rate of 30.3% as of the first quarter in 2012 and the second quarter it was 28.9% (Statistics South Africa, 2012b).

An external evaluation of the NSNP done in 2007 revealed that the school meal was generally being delivered but that the delivery of vegetables was a problem at times due to limited budget being allocated to the suppliers and to a lack of cold storage facilities at the schools. The supplier payment system was reported to be cumbersome, resulting in unacceptably delayed payment at times. There was progress with schools establishing food gardens with up to 45% having active food gardens (Department of Basic Education & UNICEF, 2008c).

The province has 1 021 722 learners in 1 821 public schools (EMIS, 2011). Of these, 751 767 (73.6%) learners in 1639 schools are fed through the NSNP (Department of Basic Education, 2011a).

While the province has three administrative districts there are four educational districts – Ehlanzeni District, Gert Sibande District, Nkangala District and - Bohlabela. This discrepancy in the district boundaries is problematic when trying to work with other departments who plan and work in accordance with the administrative boundaries.

3.2 Case study findings

3.2.1 Design and effective implementation

Three data collection and familiarisation exercises were conducted in Mpumalanga in 2012. The first being an inception meeting, followed by school visits and finally a validation workshop. One district – Ehlanzeni

was visited after consultation with district and provincial DBE officials. Within the district six schools were purposively selected across the different land use patterns and the distribution is shown in Table 13 (two were rural, two urban and two were farm). Table 13 further shows the number of learners in the schools visited, the number receiving NSNP meals and food handlers in those respective schools. The six schools were visited in one district in order to interview stakeholders and observe the environment and meal preparation.

Table 13: Sample of schools visited for the Case Study in Mpumalanga

Sector	School Type	Number learners	Number of NSNP beneficiaries	Number of Food Handlers	Ratio Handler to Learners
Rural	Rural 1	1082	1082	5	1:217
	Rural 2	632	530	3	1:177
Farm	Farm 1	24	24	1	1:24
	Farm 2	101	101	1	1:101
Urban	Urban 1	623	250	3	1:213
	Urban 2	1266	1135	6	1:189

Key informants were asked to identify the objectives of the NSNP. They were able to list and contextualise the objectives of the NSNP. The objectives mentioned included NSNP being hunger alleviation programme in schools, aimed at improving learner attendance, enrolment and participation in class.

Targeting

All schools ranked in quintile 1-3 qualify for participation in the nutrition programme, and some schools in quintile 4 and 5 in rural areas are also included if the school is deemed to have vulnerable learners. No learners are by any means excluded for fear of stigmatization. However, there are learners who are not participating out of their own free will, a situation that was more evident in the urban schools visited (see differences between number of learners and number of NSNP beneficiaries in Table 13).

Among the schools visited a mid-morning meal was being served to learners in Q1-Q3 schools and one Q4 school. Although schools have targeted number of learners to feed, they were observed to be feeding more learners than were officially listed. Meals are served between 09h30 and 10h00 in most schools and only one rural school served the meal at 10h30 because they served breakfast. Learners in all Mpumalanga schools are served in classrooms and may choose to go and sit outside (Figure 16).

Food basket

The provincial coordinators, in consultation with national DBE, define culturally acceptable menus for schools. In order to ensure that the dietary requirements are met the process of defining the menu is done in collaboration with DoH (see Appendix I). Diversity in the meals is achieved.

There is one rural school in Mpumalanga which provides an additional meal for all the learners. This rural school has a breakfast on all school days funded by Tiger Brands Foundation. Some schools mentioned that they supplement the food with produce from their food garden when available, and some receive occasional donations from shops such as Woolworths and Shoprite Checkers.

Figure 16 : Meal serving in a classroom in Mpumalanga



Hand washing

All schools have access to water for cooking and hand-washing although some depend on water tanks and don't have piped water. Learners were observed washing hands before meals in a communal bucket in one school, a situation that reflects poor handwashing practices in some schools. At the same time, in some of the rural schools innovative hand washing techniques were being used (see figure 17 below). The containers are filled with soapy water, perforated at the bottom and placed upside-down so that they simply tilt it and when they have washed their hands return it back to the original position.

Figure 17: Innovative hand washing bottles in school in Mpumalanga



Food preparation and serving

Food is prepared by volunteer food handlers at the school on the day that the meal is served. Food handlers prepare the meals in line with the menu under the supervision of the nutrition coordinator. The researchers noted that the meal preparation areas were kept generally clean. Schools in Mpumalanga use gas, firewood and electricity for cooking meals (Figure 18). Firewood is used mostly in the farm schools. One school visited had no kitchen and uses firewood only (Figure 19), while the other schools use gas. Five of the six schools had gas stoves and refrigerators. Most of the schools had adequate storage in pantries and storage rooms.

Learners who are served food in the classroom and eat at their desks were reported to be sometimes messing on the furniture which can lead to deterioration of the furniture and poor hygiene in the classroom. Vulnerable children are given larger portions when possible, and if stock is left at the end of a term it is given to the most needy families.

Figure 18: Food preparation in a rural school in Mpumalanga



Figure 19: Meal preparation at a school which only uses firewood



Food gardens

Five of the six schools visited had gardens which are used for educational purposes. In one rural school the garden produce is used for supplementation of NSNP meals (see figure 20). In another rural school children regularly bring a litre of water to school for watering the garden because there is a general water shortage. Some schools have volunteer gardeners, and one school pays a gardener. Most schools reported having received gardening equipment and seeds from DAFF.

Figure 20: Food garden in a rural school in Mpumalanga



Procurement

Procurement is done at provincial level through a tender based system. Tenders are awarded on a three-year basis to local community members in each district. Tenders are awarded in line with tender regulations and the Preferential Procurement Policy Framework Act (Republic of South Africa, 2000). The province selects suppliers who are closest to the schools that they will be supplying. Currently, there are 67 suppliers in the province contracted for three years, which have all expired, and are now extended on a month to month basis. The province is in the process of selecting the next set of suppliers for the next three years. The suppliers make deliveries of dry rations once a month and perishables once a week. The suppliers obtain their food items from local commercial farmers and wholesalers.

Volunteer Food Handlers

VFHs in the most of the schools visited received a stipend of R720 per month with the exception of one urban school where the stipend was R1800 per month, and a rural school where the stipend was R1320. The rural school is the one that also provides breakfast so the VHF stipend is augmented by R600 by Tiger Brands Foundation.

DBE trains the VFHs on hygiene, storage of food, food preparations, health and safety. However in the schools visited, it was reported that there have not been any recent training sessions, and this was given as the the reason why the VFHs are not rotating annually as per recommendation. Another reason is the reluctance by the school to terminate the role of a VFH who is experienced and reliable in her role. The VFHs were generally happy with their work but wished that the stipend could be a larger amount.

Monitoring

The standard monitoring tools are completed by the school nutrition co-ordinator on a monthly basis and sent to the provincial office. District and provincial NSNP staff make visits to schools but on an irregular basis. There is a tool that was developed for the purpose of monitoring the quantities of stock issued for cooking every day, and hence cases of shortages are minimal. However, concern was expressed in the provincial validation meeting that there is no mechanism in place to monitor the quantity and quality of food prepared and served to the individual learners each day at each school.

3.2.2 Legal and policy framework

The schools receive circulars on a regular basis communicating the guidelines of the NSNP and addressing any anomalies in programme implementation. The principals and key teachers were well aware of the objectives of the NSNP. There are schools that have customized policies at school level, which is basically an expression of the NSNP programme implementation at school level.

3.2.3 Institutional capacity and co-ordination

The staffing at the provincial and district level seems adequate to manage and support the programme, and adequate systems are in place to manage the tenders for food supply and the monitoring of the school level meal provision. Some capacity building workshops are held each year on topics such as basic nutrition, healthy eating habits, food security, stock taking, food preparation, food and gas safety and basic hygiene practices (Department of Basic Education, 2011a). Most schools reported receiving toothbrushes, toothpaste and soap from the DoH as part of health and hygiene education

Although there is some interaction with other sectors this could be stronger in order to integrate issues such as deworming by the Department of Health, local food production through agriculture, and support for OVC through social development.

3.2.4 Financing and planning

The province receives an annual allocation of the NSNP Conditional Grant. The schools do not receive funds for food procurement but get funds for gas and stipends. The schools have to submit monthly reports on stipend and gas payments. The diagram below shows the fund flow in Mpumalanga (Figure 21).

Many schools receive donations from businesses or non-governmental organizations in the form of infrastructure, equipment or food items.

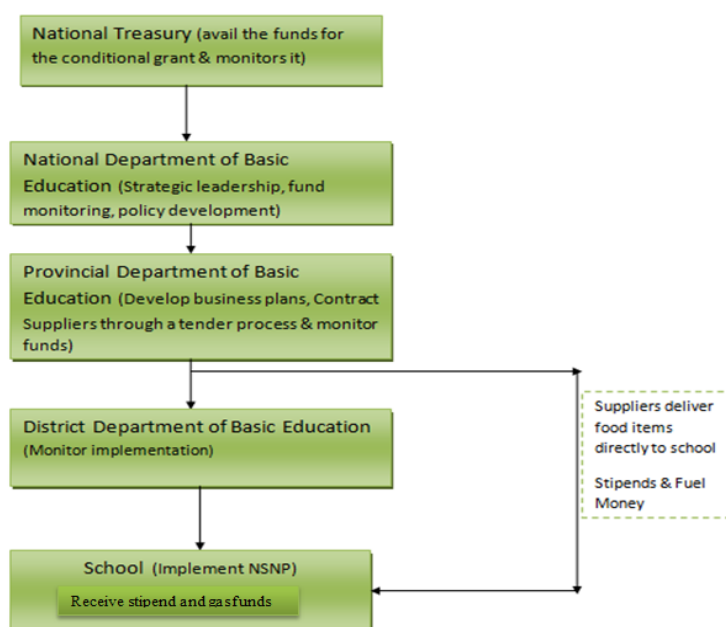


Figure 21: Fund flow in Mpumalanga

3.2.5 Community participation

Community members in Mpumalanga are involved in the NSNP through the SGBs and as VFHs. Concerns were raised during the school visits that the ratio of VFH to learners is not appropriate for the preparation of the cooked meal and it was proposed that the ratio should be revised downward to make the job more manageable.

In Mpumalanga, schools are provided with funds to procure fuel for cooking and learners (or their parents) are not expected to make such contributions. However in some schools visited, the community has taken ownership of the programme and contribute firewood in addition to the already allocated resources. There is also potential for community involvement through the production of vegetables that could be sold to the schools since Mpumalanga has good summer rainfall and fertile soil.

3.3 Mpumalanga SWOT Analysis

A SWOT analysis exercise was conducted in the provincial validation workshop after the researchers had presented their findings and points of clarification discussed. The table below summarises the main points raised by the provincial DBE staff. There was also a provincial DoH staff member present.

Sound Design & Effective Implementation	
Strengths	Weaknesses
<ul style="list-style-type: none"> • A balanced and nutritious meal is served. • Food basket is flexible enough to be adapted to make it culturally acceptable. • The department has provided district monitors with vehicles to enable monitoring of the school feeding programme. • Programme is evaluated annually through provincial and district reviews. • There are annual audits which cover all aspects of the programme, not only financial aspects. • Nutrition education is improving hand-washing and hygiene practices among learners. 	<ul style="list-style-type: none"> • Some schools are inflating their enrolment and targeting figures. • Quintile ranking system is not a good tool for targeting poor learners' • No mechanisms in place to monitor the quantities prepared or served per day. • Non-compliant food suppliers at times supply poor quality food. • The tender system as it is currently is perpetuating inequity – “enabling the rich to get richer”
Opportunities	Threats
<ul style="list-style-type: none"> • Public-Private-Partnerships could improve the programme. • Learners could obtain life skills as they work in gardens and promote home gardens. • The programme combines the meal provision with agriculture and nutrition education, therefore presenting an opportunity for growth. • Provincial climatic conditions are conducive for planting fruits and vegetables. • There are national awards for implementing the school feeding programme well, this serves as motivation for schools to improve programme implementation. 	<ul style="list-style-type: none"> • Theft of food items and other equipment • The safety of food handlers especially early in the morning • Trained food handlers leave the programme for better pay • Lunch being served in the classroom interrupts learning activities and may result in furniture deterioration • The Conditional Grant Framework should give clear direction of implementation at different levels. • Some schools have poor storage for supplies resulting in rodent infestation.
Policy & Legislative Framework	
Strengths	Weaknesses
<ul style="list-style-type: none"> • The existence of the programme is supported by the Constitution of South Africa. • Policies and guidelines are available to all schools. • There is strong political will to support the programme. • School gardens are mandated in the school feeding programme policies and their role is to complement the school nutrition programme with knowledge and skills in food production and may be used to supplement the meal where possible. 	<ul style="list-style-type: none"> • No policy on how to handle left-over food and how to cater for orphans and other vulnerable children. • No policies that address the security of food and the safety of food handlers.
Institutional Capacity & Coordination	
Strengths	Weaknesses
<ul style="list-style-type: none"> • Have permanent dedicated provincial 	<ul style="list-style-type: none"> • The responsibilities among the NSNP

and district staff funded from other provincial funds called the Equitable Share Fund	<p>committee members are not distributed evenly.</p> <ul style="list-style-type: none"> • Lack of involvement of other stakeholders. • Weak punitive measures for non-compliance. • Suppliers have no social responsibility toward the schools. • Exploitation of food handlers because they have no contractual agreements. • Poor male involvement in the programme. • Younger food handlers are less willing to adhere to standards in meal preparation and serving. • Few programme monitors with vacant posts at district level.
Stable Financing & Planning	
Strengths	Weaknesses
<ul style="list-style-type: none"> • Funding is stable. • Food is budgeted for and funds cannot be diverted to other programmes. • Business plans are created annually. 	<ul style="list-style-type: none"> • The roles and responsibilities of district level employees on the programme are not aligned to the budgeting system. • There is evidence of misappropriation of voluntary food handler stipends at school level, yet there are no policies on how to resolve such matters. • At the beginning of the financial year, funds are transferred late to the province and subsequently to schools.
Community Participation	
Strengths	Weaknesses
<ul style="list-style-type: none"> • The School Governing Body (SGB) and food handlers are part of the nutrition committee. 	<ul style="list-style-type: none"> • Limited community participation and beneficitation from NSNP
Opportunities	Threats
	<ul style="list-style-type: none"> • Community beliefs that threaten the potential gains of the programme eg. food that is given by government causes AIDS, pregnant women should not cook at school, and the fear of being bewitched

3.4 Challenges in the Mpumalanga NSNP implementation

Meal Provision

1. Since many learners at schools targeted for school feeding choose not to eat the food every day, the planning of quantities and budgeting is compromised. There may sometimes be excess and sometimes shortages.
2. The educators stated that at times their core academic duties were compromised when they had to attend to NSNP duties.
3. It is unclear to what extent educators have meals with learners as part of quality assurance. In a few schools visited, educators were also observed having NSNP meals.
4. Provincial staff are concerned that it is difficult to monitor whether the food prepared and served every school day is the correct quantity and quality.

5. There seems to be no adequate mechanisms to discipline or convict people who misappropriate funds in the supply chain.
6. The infrastructure for NSNP implementation in some schools was very poor with one school having to prepare all meals outside using firewood only.
7. The safety of VFHs as they travel and work at the schools early in the morning is a risk.
8. There is a need for better security to safe guard the kitchen equipment and food in stores.
9. There is a policy that VFHs should be rotated annually and there is a budget for training VFHs annually. However, training is not regularly available, as observed in schools visited, resulting in schools being reluctant to part with experienced VFHs.
10. There is concern that the tender system is preventing smaller enterprises from benefitting from the funds of the NSNP.
11. Correct handwashing techniques not always followed.

Nutrition education

The methods used in this case study are not suitable to assess the nutrition education activities directly. Training materials and posters on school kitchens and bathrooms were viewed and posters were observed in classrooms and school kitchens, respectively.

Sustainable Food Production

1. There are few schools which are utilising their school garden produce to supplement the NSNP, and there is no evidence of broader education of the community on sustainable food production.
2. There is limited support from DAFF to promote better school gardens and to develop local farmers who could supply produce to the schools.

4 Discussion and Recommendations

The framework proposed by Bundy et al (2009) will be used to identify the key successes and the challenges in the current policy and operational activities of the NSNP nationally.

4.1 Design and implementation

4.1.1 Discussion

Objectives, food basket and targeting

The three main objectives (serving meals, nutrition education and food production) of the NSNP are clear and generally well understood by all stakeholders. Menus serve as an effective guide for the procurement and preparation of the food for the learners. The strongest element of the NSNP is the daily meal provision. The children are given a cooked, balanced and diverse meal whose portion sizes are served according to the guidelines. The feeding is beneficial to learner health, especially in food insecure areas of the country. However there are indications that the energy value of the meals is inadequate (about 15% of learner's RDA for energy) and this will need further investigation and improvement to ensure that the meals provide 25-30 percent of the daily nutrient requirements.

The nutrition education activities are more difficult to assess as this depends on individual educators making use of the materials and ideas from the national office, and engaging the learners in good hygiene practices, healthy eating habits and food garden skills development. The third element, sustainable food production, seems largely limited to the establishment of food gardens on the school premises which are used more for education than necessarily supplementing the feeding or promoting food gardens at homes. Since many of the food items on the menus such as soya, tinned fish, and even maize meal cannot be bought from local producers there is a limit to the extent to which local producers could potentially benefit.

The quintile system of categorizing schools results in whole schools being targeted for meal provision rather than only targeting some learners per school. There are general concerns about the validity of the quintile ranking system in terms of the criteria used to assess schools as well as the possibility of needy learners in quintiles 4 & 5 being excluded from the school meal provision.

Coverage

The fact that over 8 million learners are receiving a cooked meal on almost every school day of the year in the designated schools across the country indicates very effective coverage. The gradual inclusion of secondary schools is also commendable. There is no doubt that the meal provision is an important component of the national poverty alleviation strategy. However, it is possible that the role of schools could be further leveraged to support the health and nutrition of orphans and vulnerable children.

Procurement and supply chain

The nine provinces are implementing the NSNP differently with regard to procurement. Although the national government favours the decentralized model, both models have their advantages and disadvantages. The variation between the procurement strategies in each province indicate flexibility and adaptation to different contexts and enables provinces to learn from each other.

There is acceptance amongst the staff that the programme has a high risk of corruption due to the large sums of money being disbursed within the provinces and schools, but efforts are being made to limit this risk. Simple but effective contract management and accountability systems are gradually being introduced from the school level to the district, province and national levels to enable better control and reporting of the financial flows.

Some provinces are able to demonstrate economic empowerment of local communities through the number of local women's groups, cooperatives and small businesses that are contracted to provide the food.

However, there is no data that records the source of the food commodities supplied to schools, making it impossible to ascertain the extent of involvement of local small-scale farmers in the supply chain. It seems that the food is mostly bought from wholesalers and commercial farmers. If smallholder farmers are to be supported through the schools serving as a market for their produce, it may work best for them to sell to the local supermarket rather than directly to the schools thereby ensuring that the schools have a more secure supply pipeline. But further guidance is necessary to ensure this works for the benefit of all concerned. Some provinces do promote the involvement of women's groups and small businesses in the supply of the food products thereby providing local employment and income generation.

Cost and quality of the menu

The money spent per child to provide a meal needs to be assessed objectively and the quality of the meal assured. Increasing the cost per plate per learner does not guarantee the quality of meal served to the learner. Hence more attention should be paid on the quality of meals that are served. Many schools have very poor infrastructure, storage facilities, and equipment for the preparation that impact the quality of the meals served.

Although funds have been made available for procuring equipment and utensils, there are no finances or written plans committed to maintaining the equipment bought for the NSNP. Some schools do not have an adequate kitchen and storage facility to ensure a safe working environment for the VHF and enable hygienic storage and preparation of the meals.

The work required to prepare a cooked meal and clean up afterwards for up to 200 learners per VHF seems rather arduous. There is also huge risk to the regular provision of the school meal if so few VHFs are relied upon. The ratio of VHFs to learners should be reviewed in order to increase the capacity for meal preparation especially in the larger school.

Security and safety

There are concerns at school level about the security of equipment and food procured through the NSNP, with some reports of theft in both provinces visited. Concerns were also raised by provincial NSNP coordinators on the safety of food handlers as they travel to work very early. There are currently no measures to mitigate against these two issues. The other safety concern is the placement of gas cylinders inside the kitchen instead of outside, in some schools. There needs to be more concerted effort to ensure all schools have adequate kitchen and storage facilities and that safety precautions are enforced.

Monitoring and accountability

There are various systems used in provinces in an attempt to monitor the regularity, quality and quantity of meals/ menu items provided to learners, but some doubt amongst the staff as to the effectiveness of the tools and analysis of the data. Also, the management of financial accountability needs to be improved in terms of simple systems and skills training to effectively utilise the tools at all levels, especially in the Eastern Cape since it only recently adopted the decentralised procurement model.

4.1.2 Recommendations

It is recommended that there should be purposeful planning for strengthening and better integration of the three components of the NSNP:

1. The minimum requirements for each school to have an equipped and secured kitchen, storage space and fridge should be achieved for all quintile 1 – 3 schools in the country to ensure equity in the provision of a good quality meal.
2. The work load, remuneration and number of VHFs to learners should be reviewed to ensure that the VHFs are not being exploited and that the regularity of school meals are not at risk.

3. The DBE should provide stronger support for the establishment and sustainability of school food gardens through better learner and community participation in tending the gardens, as well as the supply of inputs such as seedlings and fertiliser by the DAFF.
4. Refinement of the nutrition education component in the curriculum to include active skills building in hygiene practices and vegetable growing appropriate to learning stages
5. New strategies need to be developed from the provincial level to support the philosophy of increasing the linkages to support local small scale farmers. This should be hand in hand with the DAFF support for local farmers. It may also include redesigning the menus so that locally produced food can be purposefully included in the menu, while not compromising the balanced nutritional value.
6. New ways of collecting data need to be developed in order to have baseline data on the source of the ingredients used in the school meals in order to measure the shift towards utilizing locally produced food, as opposed to locally procured food which is bought at wholesalers that don't necessarily stock locally produced food.
7. The monitoring tools need to be streamlined to strike a balance between cumbersome paperwork and the risk of corruption.

4.2 Legal and Policy Frameworks

4.2.1 Discussion

Political support

As noted in the SWOT analysis by DBE staff, the NSNP has enjoyed positive political support, but there is a feeling that this is fragile due to the huge budget it requires. The political commitment is critical in enabling the programme to continue to develop and be well-implemented and funded. The programme is mandatory in quintile 1-3 schools and associated with a national icon, former president Nelson Mandela. However, it is the opinion of the researchers that the NSNP is seldom referred to as an achievement of the DBE in the national media.

Policy Framework

There are clear guidelines for the management and delivery of the food to the learners based on specified daily menus and budget allocated per learner. Hygiene and safety standards are also specified. There is an effort to adapt policies annually to incrementally reach more learners such as in secondary schools. We noted with concern the fact that different documents have objectives phrased differently. Although these objectives state the same concepts, they need to be harmonized in all guidelines and official documents.

Although the policy framework for the implementation of the NSNP is well developed for use in the DBE, the links and co-ordination with other sectors is not clear. The co-operation with the DoH on school health services such as the deworming of children is not explicit and is not taking place regularly. And, the role of the DAFF in promoting school food gardens and supporting small farmers to supply produce to the schools is not specified. Therefore, there seems to be little uniformity in the inter-sectoral policies at provincial level, resulting in the three key activities of the NSNP being the sole responsibility of the DBE.

4.2.2 Recommendations

1. In the light of the new policies in other sectors that have a bearing on the NSNP and household food security the DBE should ensure alignment its of policies to support local buying without jeopardising the food pipeline, and the promotion of subsistence farming.

2. The DBE could also develop a public relations programme to inform the public of the nature and coverage of the NSNP as a positive achievement, in the face of otherwise rather negative the DBE currently receives.

4.3 Institutional capacity and co-ordination

4.3.1 Discussion

Government department capacity

The DBE has sufficient professionally trained staff in the directorate at the national level to plan the national programme, and support provinces and districts to implement the daily meal provision and nutrition education programme. The main aspect still being refined is that of monitoring the quality and regularity of meals served. At provincial level there are staff employed to support and monitor the implementation of the NSNP and to liaise with the district level coordinators. At all levels (school, circuit, district province and national) it seems that there is enthusiastic and responsive staff dedicated to strengthen the NSNP.

Evaluation, training and capacity building

The directorate of the NSNP operates as a 'learning system' with regular reviews and they show interest in the results of their own monitoring activities as well as in independent research on the programme. However, there is a need to establish more concrete and predictable means of evaluating the programme to establish whether the objectives are actually being met.

Regular training activities take place to continually upgrade the capacity of the staff at provincial and district level, as well as at the school and community level, but this is not planned in a systematic way to ensure equity in capacity across the country. This is an important strategy to ensure that the financial management, procurement and the food preparation are developed to a higher standard, and needs to take place more regularly.

4.3.2 Recommendations

1. It is timely for the DBE and other relevant departments and non-governmental organisations to establish intersectoral teams at all levels of government to ensure the satisfactory implementation of new policies such as the Zero Hunger Framework and the Integrated School Health Programme in order to leverage better outcomes in terms of food security, poverty alleviation and child health.
2. While currently there is no need to fund raise in the programme, the programme managers should consider partnering with other stakeholders in creating a separate package that caters, over and above the current meal, for learners who are orphaned and vulnerable.
3. One or more tertiary institutions should be commissioned to carry out a longitudinal study to evaluate the impact of the NSNP in achieving its objectives. The focus would be on learner attendance and academic achievement, as well as on sustainable food production.

4.4 Financial capacity

4.4.1 Discussion

A critical component that makes the South African NSNP a success is the fact that it is state-funded. This gives an element of sustainability which donor initiated programmes may not have. Since the NSNP is state-funded through a conditional grant there are established reporting and accounting systems that should be adhered to, and to some extent this hedges the funds from corruption. The CGF states that the funding should be secure for the next 10 years; however, since the CGF is revised each year the budget could be reduced if the national treasury reduces funds allocated for the NSNP in future.

The funds allocated to aspects such as the stipend for the VFHs should be revised upward, or more employed per school, since the work required in the preparation, serving and cleaning up of the school meal is very demanding on a daily basis.

Partnerships between the government and private companies or non-governmental organizations are encouraged. Non-governmental organizations and businesses provide in kind donations and assist in upgrading the facilities and equipment for NSNP. As reported earlier, some schools are able to serve breakfast to needy learners through donations from food companies. There is evidence of various partnerships with schools although many schools, and possibly those most in need, do not get assistance from other agencies or funders. The prevailing goodwill towards the NSNP could be better utilized to attract more contributions from the business sector. Better marketing of the successes of the programme could encourage more businesses to contribute in kind at local level in return for brand awareness.

4.4.2 Recommendations

1. The DBE needs to ensure that adequate motivation is provided to the National Treasury in order to secure the annual grant for the NSNP and that inflation is taken into account.
2. The DBE could encourage provinces and schools to establish more formal partnerships with non-governmental organizations and businesses that support the NSNP on a local level so that their contribution is more predictable and reliable, thereby reducing the burden on the provincial budget.

4.5 Community participation

4.5.1 Discussion

Most schools have a school level committee that includes SGB members, resulting in some level of community participation in the planning and monitoring of the NSNP at local level. However, it seems that the burden of managing the daily school meals falls on the nutrition co-ordinator of each school, calling into question the extent of community participation in the NSNP.

There is a lot of well written material relating to nutrition, hygiene, safety and food production which seems not to be made available to community based groupings, despite the need to improve awareness and skills in these critical aspect of child care and food security.

In terms of benefit of the NSNP to the local community the PSC evaluation of 2008 (Public Service Commission, 2008) reported that the NSNP is stimulating local economic development since food provided to the learners is locally supplied. There is evidence to support this from the NSNP annual reports. In 2010 alone, at least 2684 service providers, 2 415 SMMEs, and 226 local based cooperatives were contracted as suppliers, and more than 40 000 VFHs were engaged by schools in the NSNP (Department of Basic Education, 2010c). Therefore, the NSNP can be seen to be positively contributing to job creation.

The NSNP could be linked with local economic development and developing linkages between school feeding and local agriculture production on a more systematic basis through programmes such as the Zero Hunger Framework (DAFF, 2012b) in the future.

4.5.2 Recommendations

1. In order to maintain positive political support for the NSNP at national and provincial level, and increase the potential of in kind support from businesses and non-governmental organisations, the achievements of the programme in terms of its educational and poverty alleviation benefits to learners needs to be better communicated to politicians, businesses and the general public.
2. Information materials developed at the national or provincial level should always have a communication strategy in place to ensure effective dissemination and clear instructions on the intended use and value of the materials.

4.6 Conclusion

The NSNP, as a poverty alleviation programme, is critical in South Africa, a country with high levels of household food insecurity. The NSNP is fully government funded and has a clear policy framework, political commitment and secure funding which ensures at least medium term sustainability. The three key components of the South African school feeding programme are the provision of meals to learners, nutrition education and sustainable food production in schools (food gardens). The programme provides a cooked, balanced and diverse meal to over 8 million learners nationwide on all school days. The feeding component shows evidence of on-going quality improvement and coverage. The nutrition education component has a strong theoretical foundation in the curriculum, yet uncertainties regarding the impact of the practical implementation exist. The food production component and promotion of the purchasing of locally grown food, as the “youngest sibling” in the programme, has most potential for improvement.

Programme staff members in the Department of Basic Education are employed at different levels of government - at national and provincial level there are full-time staff members whereas at district level there are both full-time permanent and contract workers, and at school level there are volunteer workers (who receive a stipend) appointed on a yearly contract. Community involvement beyond SGB members and VHF is very limited.

Overall, from the documentation reviewed on the NSNP and the interactions with officials, there is clearly strong will and commitment by planners and implementers in ensuring on-going effectiveness and further development of the NSNP in South Africa. Although it is currently not within the objectives of the NSNP to promote linkages with smallholder farmers, the programme of the DAFF (Zero Hunger Programme) has the potential to encourage these linkages, to the benefit of the NSNP and school communities.

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Appendix I Provincial menus

Eastern Cape Menus 2013/14

APROVED MENU OPTIONS FOR PRIMARY SCHOOLS			
Day of Week	Menu	Raw Quantities	Serving Portions
Monday	Soya Chunk Stew/ Chicken livers Pap Red/Yellow Vegetable in season	30g 30g 130g	45g (½ serving spoon/ ½ teacup) 60g (1 serving spoons/ 1 teacup) 60g (1 serving spoon)
Tuesday	Sour Milk/Fresh Milk (UHT) Phuthu/Pap Fruit in season	200ml 30g Medium size	200ml (1 teacup) 60g (1 serving spoons/ 1 teacup) 1 whole fruit
Wednesday	Soya Mince Stew Boiled Rice Green Vegetables in season	30g 30g 130g	45g (½ serving spoon/ ½ teacup) 60g (1 serving spoons/ 1 teacup) 60g (1 serving spoon)
Thursday	Samp Beans Green Vegetables in season	40g 30g 130g	80g (1 serving spoon/ ½ teacup) 60g (1 serving spoons/ 1 teacup) 60g (1 serving spoon)
Friday	Pilchard Stew Sweet Potato / Rice/ brown bread Red/Yellow vegetable in season	30g 30g 130g	45g (1 serving spoon/ ½ teacup) 60g (1 serving spoons/ 1 teacup)100g (2 slices) 60g (1serving spoon)
<p>* Schools are allowed to shift menu for days convenient for them after consultation with the district.</p> <p>* Learners must be encouraged to drink lots of clean and safe water.</p> <p>* Dehydrated vegetables can be used in cases where there is scarcity of fresh vegetable after consultation with the Department.</p> <p>NB. Please note that this is just a menu and for ingredients and quantities please refer to NSNP Recipe Book (MNADI FOR SURE)</p>			
			

APPROVED MENU OPTIONS FOR SECONDARY SCHOOLS			
Day of Week	Menu	Raw Quantities	Serving Portions
Monday	Soya Chunk Stew/ Chicken livers Pap Red/Yellow Vegetable in season	30g 30g 130g	45g (½ serving spoon/ ½ teacup) 60g (1 serving spoons/ 1 teacup) 60g (1 serving spoon)
Tuesday	Sour Milk/Fresh Milk (UHT) Phuthu/Pap Fruit in season	200ml 30g Medium size	200ml (1 teacup) 60g (1 serving spoons/ 1 teacup) 1 whole fruit
Wednesday	Soya Mince Stew Boiled Rice Green Vegetables in season	30g 30g 130g	45g (½ serving spoon/ ½ teacup) 60g (1 serving spoons/ 1 teacup) 60g (1 serving spoon)
Thursday	Samp Beans Green Vegetables in season	40g 30g 130g	80g (1 serving spoon/ ½ teacup) 60g (1 serving spoons/ 1 teacup) 60g (1 serving spoon)
Friday	Pilchard Stew Sweet Potato / Rice/ brown bread Red/Yellow vegetable in season	30g 30g 130g	45g (1 serving spoon/ ½ teacup) 60g (1 serving spoons/ 1 teacup)100g (2 slices) 60g (1serving spoon)
<p>* Schools are allowed to shift menu for days convenient for them after consultation with the district.</p> <p>* Learners must be encouraged to drink lots of clean and safe water.</p> <p>* Dehydrated vegetables can be used in cases where there is scarcity of fresh vegetable after consultation with the Department.</p> <p>NB. Please note that this is just a menu and for ingredients and quantities please refer to NSNP Recipe Book (MNADI FOR SURE)</p>			
			

NSNP Mpumalanga Province menu 2013/14

PRIMARY

MENU OPTION: MONDAY TO FRIDAY

INGREDIENTS PER CHILD PER DAY		GRAMS
1. Monday	Maize meal	60g
	Soya Mince	30g
	Sunflower Oil	5ml
	Onion	5g
	Iodized Salt	1ml
	Tomatoes	5g
	Yellow Veggie: Butternut / pumpkin / carrots	50g
2. Tuesday	Samp	60g
	Sugar Beans	30g
	Sunflower Oil	5ml
	Onion	5g
	Iodized Salt	1ml
	Tomatoes	5g
	Green Veggie: Cabbage / Spinach / Morogo / Green beans	50g
3. Wednesday	Rice	60g
	Canned Pilchard in tomato sauce	30g
	Sunflower Oil	5ml
	Chopped Onion	5g
	Tomatoes	5g
	Yellow Veggie: Butternut / pumpkin / carrots	50g
	Iodized Salt	1ml
4. Thursday	Samp	60g
	Sugar Beans	30g
	Sunflower Oil	5ml
	Onion	5g
	Iodized Salt	1ml
	Tomatoes	5g
	Green Veggie: Cabbage / spinach / Morogo / Green beans	50g
5. Friday	Maize meal	60g
	Long life milk	150ml
	Iodized Salt	2ml
	Fruit (one per learner-medium)	

NB: SOYA MINCE NOT SOYA SOUP

NSNP MPUMALANGA PROVINCE MENU 2013/14

SECONDARY

MENU OPTION: MONDAY TO FRIDAY

NB:SOYA MINCE NOT SOYA SOUP

MENU PER CHILD PER DAY		GRAMS
1. Monday	Maize meal	90g
	Soya Mince	50g
	Sunflower Oil	5ml
	Onion	7g
	Iodized Salt	1ml
	Tomatoes	7g
	Yellow Veggie: Butternut / pumpkin / carrots	60g
2. Tuesday	Samp	90g
	Sugar Beans	50g
	Sunflower Oil	5ml
	Onion	7g
	Iodized Salt	1ml
	Tomatoes	7g
	Green Veggie: Cabbage / Spinach / Morogo / Green beans	60g
3. Wednesday	Rice	90g
	Canned Pilchard in tomato sauce	50g
	Sunflower Oil	5ml
	Chopped Onion	7g
	Tomatoes	7g
	Yellow Veggie: Butternut / pumpkin / carrots	60g
	Iodized Salt	1ml
4. Thursday	Samp	90g
	Sugar Beans	50g
	Sunflower Oil	5ml
	Onion	7g
	Iodized Salt	1ml
	Tomatoes	7g
	Green Veggie: Cabbage / Spinach / Morogo / Green beans	60g
5. Friday	Maize meal	90g
	Long life milk	200ml
	Iodized Salt	2ml
	Fruit (one per learner-medium)	

Appendix II Conditional Grant Framework 2012/2013

2012-13 Conditional Grant Framework	
National School Nutrition Programme Grant	
Transferring department	<ul style="list-style-type: none"> Basic Education (Vote 14)
Strategic goal	<ul style="list-style-type: none"> To enhance learning capacity and improve access to education
Grant purpose	<ul style="list-style-type: none"> To provide nutritious meals to targeted learners
Outcome statements	<ul style="list-style-type: none"> Enhanced learning capacity and improved access to education
Outputs	<ul style="list-style-type: none"> Nutritious meals served to learners
Details contained in the business plan	<ul style="list-style-type: none"> Outcome indicators Output indicators Inputs Key activities Risk Management Plan
Linkage to the 12 priority outcomes of government	<ul style="list-style-type: none"> Outcome 1: Improved quality of basic education Output 1: Improve the quality of teaching and learning
Conditions	<ul style="list-style-type: none"> Develop national and provincial business plans Distribute budget allocation in terms of the following weightings for both secondary and primary schools; <ul style="list-style-type: none"> - school feeding (inclusive of cooking utensils): - minimum of 95.5 per cent - administration: - maximum of 4 per cent - nutrition education and food production activities - minimum of 0.5 per cent Minimum feeding requirements: <ul style="list-style-type: none"> — provide nutritious meals to all learners in quintile 1 to 3 primary and secondary schools (as per gazetted national quintiles) as well as identified special schools on all school days — cost per meal per learner in primary schools as well as identified special schools at an average of R2.56 and in secondary schools at an average R3.46, inclusive of cooking fuel and honorarium — honorarium at a minimum of R720 per person per month, in line with a food handler to learner ratio of 1:200. A ratio of 1:120 is recommended for schools where learner enrolment is 250 or fewer — comply with recommended food specifications and approved menu — fresh fruit/vegetables should be served daily and vary between green and yellow /red on a weekly basis — a variety of protein food should be served per week in line with approved menu options. Soya should not be served more than twice a week — pilchard should be served at least once a week. High quality protein products can replace pilchard in areas where it is not socially acceptable. In areas where fresh milk/maas is unavailable, only whole powdered milk may be used — provinces should promote sustainable food production and nutrition education — meals should be served to learners by 10:00 Provinces that are transferring funds to schools are required to reconcile

	<p>expenditure by schools against budget transfers on a quarterly basis.</p> <ul style="list-style-type: none"> • The 10 May 2012 budget transfer (as per payment schedule) is for cooking facilities, equipment and utensils for quintile 1-3 primary schools as per equipment specifications provided by the Department • Provincial business plans will be approved in line with the above minimum requirements and available resources. The following variations may be approved by the Transferring National Officer based on achievements and/or critical challenges in each province <ul style="list-style-type: none"> – feeding days reduced to a minimum of 195 days – feeding cost below the above stated minimum requirements, which provide meals with maximum nutritional value as per menu specifications – number of learners that exceed the gazetted quintiles – serving of processed vegetables or fruit in remote areas – feeding time beyond 10:00 under special provincial circumstances such as provisioning of school breakfast and circumstances beyond control – Quintile 1 to 3 schools that do not feed all learners (GP and WC). Letters from schools requesting a deviation from whole school feeding must be provided to the provincial office for record keeping.
Allocation criteria	<ul style="list-style-type: none"> • The distribution formula is poverty based in accordance with the poverty distribution table used in the National Norms and Standards for School Funding as gazetted by the Minister of Education on 06 November 2009
Reason not incorporated in equitable share	<ul style="list-style-type: none"> • The National School Nutrition Programme (NSNP) is a government programme for poverty alleviation, specifically initiated to uphold the rights of children to basic food and education. The Conditional Grant Framework enables the Department of Basic Education (DBE) to play an oversight role in the implementation of all the NSNP activities in schools
Past performance	<p>2010/11 audited financial outcomes</p> <ul style="list-style-type: none"> • Allocated and transferred R3 663, 326 million to provinces • Of the total available of R3 707, 6 million (including provincial rollovers), R3 521, 6 million or 95% was spent <p>2010/11 service delivery performance</p> <ul style="list-style-type: none"> • The programme was successfully extended to Q3 secondary schools for the first time in April 2011 • Meals were provided to 6 536 744 learners in 17 315 Q1 to 3 public primary schools and 1 745 183 learners in 3 500 Q1 to 2 public secondary schools, thus reaching a total of 8 281 927 learners in 20 815 schools nationally • The Department undertook the following activities to enhance learning: <ul style="list-style-type: none"> - A national lunchbox campaign on healthy lifestyles was implemented in October 2010 as part of the National Nutrition Week (NNW). Promotional and educational material including water bottles and lunch boxes were distributed to learners at identified schools in all provinces - a total of 5 964 vegetable gardens were maintained
Projected life	<ul style="list-style-type: none"> • It is envisaged that, given the dire economic climate in the country and the impact of various health conditions such as HIV and AIDS, diabetes and debilitating chronic conditions, the need for such a grant will persist for at least another 10 years. The programme provides learners from poorest communities with an opportunity to learn
Payment schedule	<ul style="list-style-type: none"> • The payment schedule will be in line with respective provincial procurement models as follows: Provinces that transfer funds directly to all schools (Eastern Cape, Free State, North West and Northern Cape): Five instalments: (10 April 2012, 10 May 2012, 14 June 2012, 13 September 2012 and 06 December 2012) Provinces that procure from service providers on behalf of schools: Five instalments: (10 April 2012, 10 May 2012, 17 August 2012, 28 October 2012 and 10 January 2013)

MTEF allocations	2012/13: R4 928.1 million; 2013/14: R5 199.1 million; 2014/15: R5 511.1 million
Responsibilities of the National and Provincial Departments	Responsibilities of the national department <ul style="list-style-type: none"> • Develop and submit approved national business plans to National Treasury • Evaluate, approve and submit provincial business plans to National Treasury • Manage, monitor and support programme implementation in provinces • Ensure compliance with reporting requirements and NSNP guidelines • Consolidate and submit quarterly performance reports to National Treasury within 45 days after the end of each quarter • Evaluate performance of the conditional grant and submit an evaluation report to National Treasury annually by 31 July
	Responsibilities of the provincial departments <ul style="list-style-type: none"> • Develop and submit approved business plans to DBE • Monitor and provide support to districts/regions/APOs and schools • Manage and implement the programme in line with the Division of Revenue Act (DoRA) and the Public Finance Management Act (PFMA) • Develop a Monitoring and Evaluation Plan • Provide human resource capacity at all relevant levels • Evaluate the performance of the conditional grant annually and submit evaluation reports to the DBE by 31 May • Submit approved quarterly financial and performance reports to DBE after the end of each quarter • Provinces that are transferring funds to schools are required to reconcile expenditure by schools against budget transfers on a quarterly basis. Reports on actual expenditure should be submitted a month after the quarter being reported upon
Process for approval of 2012/13 business plans	<ul style="list-style-type: none"> • Planning meeting by 30 July 2012 • Consultation with district officials, provincial treasuries, provincial finance sections and National Treasury • Provinces submit first draft business plans to DBE by 31 October 2012 • Inter-provincial meeting held in October 2011 to consult provinces on the 2013/14 Conditional Grant Framework • DBE evaluates first draft business plans and sends comments to provinces by 22 November 2012 • Provinces submit final business plans to DBE by 27 January 2013 • Director-General approves national and provincial business plans by 01 April 2013

Appendix III Interview guides and observation checklist

Provincial and District Leaders Interview Guide

Background of respondent

1. What is your role in the province/district in terms of the NSNP?
2. For how long have you had this role?
3. If less than two years, was your previous role linked to the NSNP? How?

Legislation and Policy framework

1. What are the objectives of the NSNP?
2. What are the policies that guide the school feeding programme in the country/ in your province/in the district?
3. Are there any particular policies or legal frameworks that have been developed specifically for this district?
4. Is there a nation-wide operational plan or framework that specifies:
 - a. How to select schools for the NSNP?
 - b. How to select the children who benefit from the NSNP?
 - c. How to select suppliers for the NSNP?
 - d. How to select the food handlers for the NSNP?
 - e. What needs to be in place - infrastructural and legally for the implementation of the NSNP?
5. Are you aware of how the NSNP program relates with other social protection and educational programs? How?

Institutional capacity and coordination

1. What is your understanding of the role that DBE has in terms of the NSNP?
2. What is the role of the Department of Agriculture in the NSNP?
3. What is the role of the Department of Health NSNP?
4. Are you aware of any documents or forums created to enhance the collaboration among key government departments in terms of the NSNP?
5. What is your opinion on how the NSNP is coordinated in the country? In the province?
6. How is the programme rolled out? What are the roles of the different people at national, provincial and district level? What informs these roles?

Human resources

1. Are there particular individuals at provincial and district level that are responsible for the NSNP?
2. How are the responsible persons selected? What are their profiles?
3. Is there an organogram for the NSNP office at district, provincial level or national level?

Information

How is the information on the number of children reached through the NSNP collected?

Is there any software or data management system being used?

How are the targets set and reported on?

Is there a monitoring and evaluation plan for the NSNP at district, provincial or national level? (Is the monitoring and evaluation done internally or externally?)

Financing

How is the NSNP financed?

Where do the funds come from (national tax payer funds, donor funds, trust funds or private sector donations, etc)?

How are the funds disbursed and who decides on the amounts to disburse?

How is the budgeting done at district, provincial and national level?

How are the funds for the program managed?

What measures are in place to ensure that the funds are used for the NSNP programme and not rechanneled to other programmes?

Do you have any documents that show the cost for providing a meal per child per day (cost per child per day?)

How is the procurement currently being done?

How are contracting arrangements made?

Is there a link between the procurement for the NSNP and other food-based programs by the Government of South Africa?

At which level is procurement done? (central, regional, district, school, etc) Are there resources disbursements from the central to decentralized levels?

Which ministries/entities are involved in the procurement process?

Is the programme outsourced to private companies in charge of purchasing, delivering and/or preparing the food? (e.g. caterer model)

Who selects the procurement model? (i.e. centralised / decentralised)

How does price fluctuation affect the program (both local producers and MoE budget)? How is this risk mitigated?

Community participation

1. Are the communities involved in the design of the programme?
2. How are they involved and what is their role?
3. How are community members selected for participation in the programme?
4. Are they compensated for the role they play?
5. How are the community members supervised/trained in order to enable them to take on these roles?

Opinion of programme

1. What in your opinion is being done well in the implementation of the NSNP? Explain with examples
2. What in your opinion could be improved on in terms of the implementation of the NSNP?
3. What are the challenges you are facing at provincial level in terms of implementing the NSNP?
4. In your opinion how can these challenges be solved?

Any other comments.

School Principal Interview Guide

Background of respondent

1. For how long have you been school principal in this school?
2. If less than two years, was your previous role linked to the NSNP? How?

Legislation and Policy framework

3. What are the objectives of the NSNP?
4. What are the policies that guide the school feeding programme in the country/ province/school?
5. Are there any particular policies or legal frameworks that have been developed specifically for this district and this school?
6. Is there any framework that specifies:
 - a. How to select schools for the NSNP?
 - b. How to select the children who benefit?
 - c. How to select suppliers?
 - d. What needs to be in place - infrastructural and legally for the implementation of the NSNP?
7. Are you aware of how the NSNP program relates with other social protection and educational programmes? How?

Institutional capacity and coordination

1. What is your understanding of the role that DBE has in terms of the NSNP?
2. What is the role of the Department of Agriculture in the NSNP?
3. What is the role of the Department of Health NSNP?
4. Are you aware of any documents or forums created to enhance the collaboration among key government departments in terms of the NSNP?
5. What is your opinion on how the NSNP is coordinated in the country? In the province/district?
6. How is the programme rolled out? What are the roles of the different people at the school? What informs these roles?

Human resources

Are there particular individuals at the school responsible for the NSNP?
How are the responsible persons selected? What are their profiles?
Is there an organogram for the NSNP office at the school?

Information

How is the information on the number of children reached through the NSNP collected?
Is there any software or data management system being used?
How are the targets set and reported on?
Is there a monitoring and evaluation plan for the NSNP at district, provincial or national level? (Is the monitoring and evaluation done internally or externally?)
Who at the school level manages the information on NSNP?

Financing

1. How is the NSNP financed in this school?
2. Where do the funds come from (national funds, donor or trust funds, private sector etc)?
3. How are the funds disbursed and who decides on the amounts to disburse?
4. How is the budgeting done at school, district, provincial and national level?
5. How are the funds for the program managed?

- 6 What measures are in place to ensure that the funds are used for the NSNP programme and not rechanneled to other programmes?
- 7 Do you have any documents that show the cost for providing a meal per child per day ?
- 8 How is the procurement currently being done? How are contracting arrangements made?
- 9 Is there a link between the procurement for the NSNP and other food-based programmes?
- 10 At which level is procurement done? (central, regional, district, school, etc) Are there resources/ disbursements from the central to decentralized levels?
- 11 Which ministries/entities are involved in the procurement process?
- 12 Is the programme outsourced to private companies in charge of purchasing, delivering and/or preparing the food? (e.g. caterer model)
- 13 Who selects the procurement model? (i.e. centralised / decentralised)
- 14 How does price fluctuation affect the program (both local producers and MoE budget)? How is this risk mitigated?
- 15 How do you account for the money spent in the NSNP?
- 16 How do you handle late allocation of funds or insufficient funds?

Community participation

1. Are the communities involved in the design of the programme?
2. How are they involved and what is their role?
3. How are community members selected for participation in the programme?
4. Are they compensated for the role they play?
5. How are they supervised/trained in order to enable them to take on these roles?

Targeting

1. How are children who receive the meals selected?
2. What or who informs the selection of these children?
3. How many children are targeted per grade per year?
4. How many actually receive the meals?
5. How does the targeting affect other learners if not all learners receive the meals?

Opinion of programme

1. Are there any unexpected events/consequences of the programme? Sickness etc
2. What in your opinion is being done well in the implementation of the NSNP? Explain with examples
3. What in your opinion could be improved on in terms of the implementation of the NSNP?
4. What are the challenges you face as a school principal in terms of implementing the NSNP?
5. In your opinion how can these challenges be solved?

Any other comments.

Interview guide for school teacher (nutrition co-ordinator)

Background

1. What are your specific roles in the NSNP?/Is it in harmony or in conflict with your other teaching roles? How? How long have you been holding this post regarding the NSNP?

Programmatic Information

1. When did the NSNP start in the school? What are the objectives of the NSNP?
2. In implementing the NSNP at this school do you have any guidelines or standards?
3. How many children are targeted by the NSNP in your school?
4. Which meals are served in the NSNP? Who decides on the menu?
5. What time are these meals served? Why? And Where?
6. Who is responsible for ensuring that the correct children receive the meals?

Curriculum, supplies and food handlers

1. How does the curriculum for nutrition education and agriculture interlink with the NSNP?
2. How do you monitor the NSNP? Are there indicators for example that show you when you need to reorder?
3. Where do you get the food supplies for the NSNP?
4. Who decides on what to order and how frequent it should be done?
5. What quality assurance mechanisms are in place?
6. How are food handlers selected?
7. Are they volunteers or fully paid staff? How much is their remuneration?

Information

1. How is the information on the number of children reached through the NSNP collected?
2. Is there any software or data management system being used?
3. How are the targets set and reported on?
4. Is there a monitoring and evaluation plan for the NSNP at district, provincial or national level? (Is the monitoring and evaluation done internally or externally?)
5. Who at the school level manages the information on NSNP?

Community participation

1. Are the communities involved in the design of the programme?
2. How are they involved and what is their role?
3. How are community members selected for participation in the programme?
4. Are they compensated for the role they play?
5. How are they supervised/trained in order to enable them to take on these roles?

Opinion of programme

1. What in your opinion is being done well in the implementation of the NSNP? Explain
2. What in your opinion could be improved on in terms of the implementation of the NSNP?
3. What are the challenges you are facing in terms of implementing the NSNP?
4. In your opinion how can these challenges be solved?

Any other comments

Food handler Interviewer guide

Background of the food handler

1. How long have you been a food handler at this school?
2. What is your role in the school feeding programme?

General Questions

1. What type of meals do you serve?
2. When do you serve the meals?
3. To whom do you serve the meals?
4. Where do you serve the meals?
5. Where do you get the food that you serve?
6. Where do you prepare it?
7. How many other people are involved in the preparation of food?
8. How are these people selected?
9. Where is the food stored before and after meals?
10. How do you dispose or store any remaining prepared meals?
11. Who manages the programme in the school?
12. Who manages the menu, who decides what meals the children should have on any day?
13. Do you think that the food provided is enough for the learners? Explain.
14. What would you change about the way in which these meals are given to learners?

Opinion of programme

1. Have a number of children ever complained about stomach upsets at the same time such that you thought it may have been the food you serve?
2. What in your opinion is being done well in the NSNP? Explain with examples
3. What in your opinion could be improved on in terms of the NSNP?
4. What are the challenges you are facing as a school principal in terms of implementing the NSNP?
5. In your opinion how can these challenges be solved?

Any other comments.

Food supplier interview guide

Background of the Respondent

1. What is your current role in the NSNP?
2. How did you get involved in this role?
3. How many other locals are involved? Why?

Food procurement

1. Are you a farmer/ other type of supplier?
2. What do you supply?
3. Where do you get the produce that you supply to the school?

Agreements and contracts

1. Are you currently on any legal contract with the school/district/provincial office to supply for the NSNP?
2. What kind of contract? For how long is the contract?
3. In the event that the food required is not available how do you decide on the substitute?
4. How do ensure that you supply quality food?
5. How do you transport the food?
6. How frequently do you supply the school?
7. How is the payment done for the food you supply? How does that affect you?

Opinion

1. What is your opinion on this NSNP?
2. How would you improve on the way that supplies are procured from you if you could?

Any other comments.

Focus Group Guide for Learners

1. Are you having any meals from the school?
2. What kind of meals do you have?
3. Are they enough and do you like the meals? What do you like and what don't you like?
4. Are all learners having these meals? Why not?
5. What time do you have the meals and where do you have them?
6. Do your parents/guardians ever complain about these meals?
7. When you look at the food given in the school meal is it similar or different from the food that is recommended in your nutrition education?
8. How has the school meal changed your life?
9. How are your parents or guardians involved in the school feeding programme?

Focus Group Guide for Parents

Background

1. How many have more than one child benefitting from the program?

Community Involvement

1. Are you involved in the school feeding programme?
2. How are you involved in the school feeding programme? If yes, at which stage of the process?
3. Are other community members involved in the programme? How?
4. Is there remuneration for being involved in the school programme? Specifically, is there any payment for preparing the food?
5. Do you contribute to the school feeding programme? How and what do you contribute?
6. Is there a committee comprising representatives of parents, teachers, and students which decides on the meals or influences the NSNP?
7. What do you think of the quality of meals served?

Perception on the impact of NSNP

1. As parents what difference is the school feeding programme making to your children? What kind of difference has it made?

Food preparation

1. Who manages the programme at school?
2. Is the food prepared on premises? Where is it prepared and by whom?
3. Is there a relationship between the farmers in this area and the school feeding programme?
4. How do you think the organization and management of the NSNP can be improved?

Observer checklist for school visit

1. <u>Infrastructure</u>	
2. <u>Food handlers</u>	
3. <u>Hygiene</u>	
4. <u>Food Storage</u>	
5. <u>Food served</u> (what is served, how is it served)	
6. <u>Crockery and Utensils</u>	
7. <u>Meal distribution</u> (Time of meals, Venue for meals)	
8. <u>Accessibility</u> Queues)	
9. <u>Acceptability</u>	
10. <u>Portion size</u>	
11. <u>General Observations</u> (Are the children taking the food home?)	

Appendix IV

List of participants

National Department of Basic Education Inception meeting

N Rakwena	Director, National Department of Basic Education
C Muller	CES, National Department of Basic Education
T Magudulela	National Department of Basic Education, Nutrition Education
M Maduna	National Department of Basic Education, Food Production
A Tshovhole	CES, National Department of Basic Education
N Mashigo	National Department of Basic Education , Monitoring

Mpumalanga Inception Meeting

C Muller	CES, National Department of Basic Education
J Moya	Coordination the NSNP in the Mpumalanga
S Maluleke	DBE, Food Production Initiative
L Mokohe	DBE, Harrismann District, Amelou CES
M Nhlengethwa	DBE, Mpumalanga Nutrition Education head
D Van Wyk	DBE, Information
P Shoki Lubisi	DBE, Ehlanzeni Nutrition education

Eastern Cape Inception Meeting

T. Magudulela	CES NSNP
PT Ntontela	Admin Clerk
B Nzimande	Ass. Director NSNP
N Jack	Admin Clerk
V Mkhize	Admin Clerk
VB Mthenjana	DCES
NP Gwabeni	Admin Clerk
S Ginyigay	Admin Officer
N Nyembezi	HOD Office DCES
N.M. Gcado	Inclusive DCES
CB Ngcwabani	Deputy Director DBE
L Putye	Admin Clerk
L Ketile	Assistant Director NSNP_EC
S Khole	Assistant Director NSNP_EC
V. Pika	Director, Eastern Cape NSNP

Key informant interviews in Mpumalanga

J Moya	Department of Basic Education NSNP
S Maluleke	Department of Basic Education NSNP
P Lubisi	Department of Basic Education NSNP
M. Mdaka	Department of Basic Education NSNP

Key informant interviews in Eastern Cape

V Pika	Department of Basic Education Eastern Cape
M. Ngaki	Department of Basic Education Eastern Cape
L Ketile	Department of Basic Education Eastern Cape
N Huang	Owner of Nick Foods
Mr. Vika	Integrated Food Security and Nutrition Task Team
Mr. Maleki	Integrated Food Security and Nutrition Task Team

Eastern Cape Validation Meeting

N Tezapi	A/DIR, HRD'S OFFICER
T Magudulela	CES NSNP
M Mpipi	KWT NSNP
N Ngaki	KWT NSNP
B Mthenjana	NSNP H/O
T Nini	Q.T.N – AO
J Mayongo	Q.T.N – NSNP
A Hulme	PCD
P Vuyiswa	ECDOE - CES NSNP
Z Kota	DSAM/RHODES
M Thandeka	ECDOE-EL-NSNP-AO

K L.S.

Mpumalanga Validation Meeting

D van Wyk
A Nhlengethwa
M Theron
K Sihlabela
PM Xaba
T Ndandwe
P Lubisi
S Ntimba
N Ntshingila
J Moya
S Maluleke
K Mashambe
Z Mabuza
A Ndlovu
D Maphothone
A Khumalo
M Sigage
T Mquimbela
C Tgwenyana
D Biya
P Maloya

DOE – NSNP

NSNP Provincial Office Information Management
NSNP Provincial Office
QA GMS Provincial Office
INP Provincial Health Dept
INP Provincial Health Dept
District Office
NSNP District Office
District Office
National NSNP
Provincial Office
Provincial Office
Provincial Office
Provincial Office
Provincial Office
Provincial Office
Provincial Office
Provincial Office
District Office
District Office
District Office

National Department of Basic Education Validation Meeting

Dr F Kumalo
N Rakwena
C Muller
N Ntshingila
K Maroba
S Behane

Chief Director for Care and Support in Schools
Director, NSNP, National Department of Basic Education
CES, NSNP, National Department of Basic Education
Asst Director, NSNP

Appendix VNSNP School Monitoring Tool



basic education
Department:
Basic Education
REPUBLIC OF SOUTH AFRICA

VNSNP SCHOOL MONITORING TOOL

Name of School: _____

Emis No: _____

Contact No: _____

School's Details	SECTION A				
	A 1	Province			
	A 2	District			
	A 3	Circuit			
	A 4	Enrolment		A5	Grades:
	Officials accompanied				

FEEDING	SECTION B			
	B1	Learners receive meals by 10h00?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
	B2	Where do learners eat?	<input type="checkbox"/> Classroom	<input type="checkbox"/> Dining <input type="checkbox"/> Outside
	B3	Are learners supervised while eating?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
	B4	How many times do you serve soya per week?	<input type="checkbox"/> Once twice	<input type="checkbox"/> Tw <input type="checkbox"/> More than
	B5	How many times do you serve tinned fish per week?	<input type="checkbox"/> Once twice	<input type="checkbox"/> Tw <input type="checkbox"/> More than
	B6	Are vegetables/fruit served every day?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
B7	What were the learners fed on the day of the visit?			

SAFETY AND HYGIENE	SECTION C			
	C1	Place designated for cooking	<input type="checkbox"/> Kitch <input type="checkbox"/> Classr <input type="checkbox"/> Sheltered <input type="checkbox"/> Back Open area	
	C2	Source of fuel	<input type="checkbox"/> Gas <input type="checkbox"/> Fire wood <input type="checkbox"/> Electricity	
	C3	Eating utensils available	<input type="checkbox"/> Plates <input type="checkbox"/> Spoons <input type="checkbox"/> Cups	
	C4	Gas cylinder storage	<input type="checkbox"/> Lockable cag <input type="checkbox"/> Inside	
	C5	Fire extinguisher available?	<input type="checkbox"/> Yes <input type="checkbox"/> No	
	C6	Are utensils & cooking area clean?	<input type="checkbox"/> Yes <input type="checkbox"/> No	
	C7	Do learners wash their hands before eating?	<input type="checkbox"/> Yes <input type="checkbox"/> No	
	C8	Water supply	<input type="checkbox"/> Tap <input type="checkbox"/> River <input type="checkbox"/> Tank	
C9	Do Volunteer Food Handlers have protective clothing?	<input type="checkbox"/> Yes <input type="checkbox"/> No		

SFPS	SECTION D			
	D1	Is there a vegetable garden?	<input type="checkbox"/> Yes <input type="checkbox"/> No	
	D2	What are the objectives of the garden?	<input type="checkbox"/> Curriculum <input type="checkbox"/> Use for NS <input type="checkbox"/> Other	
D3	What is the condition of the garden?	<input type="checkbox"/> Good <input type="checkbox"/> Average <input type="checkbox"/> Neglected		
SECTION E				

PROCUREMENT	SECTION I		
	I1	Procurement model	<input type="checkbox"/> Tender <input type="checkbox"/> Decentralization
	I2	Service Providers(Tender):	
		<ul style="list-style-type: none"> Delivery notes Schedule for submission of reports to Provincial/ District 	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Yes <input type="checkbox"/> No
	I3	Decentralization(Transfer of funds):	
		Service Level of Agreement (SLA)	
		Delivery notes and invoices	<input type="checkbox"/> Yes <input type="checkbox"/> No
		Procedure appointing service providers	<hr/> <hr/> <hr/>
		Schedule for transfer of funds to schools	<input type="checkbox"/> Yes <input type="checkbox"/> No Please yes specify <hr/> <hr/> <hr/>
		System in place to deal with late transfer	<input type="checkbox"/> Yes <input type="checkbox"/> No Please yes specify <hr/> <hr/> <hr/>
	Under-spending	<input type="checkbox"/> Yes <input type="checkbox"/> No Please yes specify <hr/> <hr/> <hr/>	
	Overspending	<input type="checkbox"/> Yes <input type="checkbox"/> No Please yes specify <hr/> <hr/> <hr/>	
	Monthly expenditure reports	<input type="checkbox"/> Yes <input type="checkbox"/> No	
QUALITY ASSURANCE	SECTION J		
	J1	Is there a systems in place to receive determine learner' satisfaction feedback regarding NSNP?	<input type="checkbox"/> Yes <input type="checkbox"/> No
	J2	Is there system in place to deal with complaints regarding the NSNP?	<input type="checkbox"/> Yes <input type="checkbox"/> No
	J3	Does the soya look like mince meat/pieces of meat?	<input type="checkbox"/> Yes <input type="checkbox"/> No <hr/> <hr/>

SECTION K		
FOOD PREPARATION AREA	K1	Is the menu available with three food items (starch, protein and vegetable or fruit)? <input type="checkbox"/> Yes <input type="checkbox"/> No
	K2	Is there a meal portion guide on how much quantities should be used during daily meal preparations? <input type="checkbox"/> Yes <input type="checkbox"/> No
	K3	Are there any food wastage? <input type="checkbox"/> Yes <input type="checkbox"/> No Please yes specify _____ _____ _____
	K4	Are there any food shortages? <input type="checkbox"/> Yes <input type="checkbox"/> No Please yes specify _____ _____ _____
	K5	Do you experience excess stock? <input type="checkbox"/> Yes <input type="checkbox"/> No Please yes specify _____ _____ _____
SECTION L		
RISK MANAGEMENT	L1	System in place to deal with non deliveries of food supplies, fuel, etc. <input type="checkbox"/> Yes <input type="checkbox"/> No
	L2	System in place to deal with late payments of Volunteer Food Handlers <input type="checkbox"/> Yes <input type="checkbox"/> No Please specify _____ _____ _____
	L3	Disaster Management System in place: <ul style="list-style-type: none"> Incident of food poisoning Injury on Duty (IOD) by Volunteer Food Handlers <input type="checkbox"/> Yes <input type="checkbox"/> No Please specify _____ _____ _____ <input type="checkbox"/> Yes <input type="checkbox"/> No Please specify _____ _____ _____
	L4	System to deal with excess stock <input type="checkbox"/> Yes <input type="checkbox"/> No
SECTION M		
INVENTORY	M1	Food Supplies: <ul style="list-style-type: none"> Stock Control Record <input type="checkbox"/> Daily <input type="checkbox"/> Weekly <input type="checkbox"/> Monthly <input type="checkbox"/> Never

	M2	Equipment: <ul style="list-style-type: none"> Cooking equipment and utensil Record 	<input type="checkbox"/> Daily <input type="checkbox"/> Monthly	<input type="checkbox"/> Weekly <input type="checkbox"/> Never
	M3	Garden equipment	<input type="checkbox"/> Daily <input type="checkbox"/> Monthly <input type="checkbox"/> Never	<input type="checkbox"/> Weekly <input type="checkbox"/> Annually

MONITORING AND SUPPORT	SECTION N			
	N1	How often is your school being visited for monitoring and support?	<input type="checkbox"/> Monthly <input type="checkbox"/> Yearly	<input type="checkbox"/> quarterly <input type="checkbox"/>
	N2	Who visits our school for monitoring or support?	<input type="checkbox"/> NSNP official <input type="checkbox"/> Municipality <input type="checkbox"/> NGOs <input type="checkbox"/> Dept of Health <input type="checkbox"/> Dept of Agric <input type="checkbox"/> Other if other specify: _____ _____ _____	
	N3	Are the parents or community involved in monitoring and support for NSNP?	<input type="checkbox"/> Yes if yes specify: _____ _____ _____	<input type="checkbox"/> No

Principal: _____

Signature: _____

Date: ____/____/____

Official Name: - _____

Signature: _____

Date: ____/____/____